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Evaluation of the FAO Technical Cooperation Programme

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Acronyms and abbreviations

CPE	Country programme evaluation
CPF	Country Programming Framework
FAO	Food and Agriculture Organization of the United Nations
FAOR	FAO Representative
FPMIS	Field Programme Management Information System
GCF	Green Climate Fund
GEF	Global Environment Facility
IFAD	International Fund for Agricultural Development
NGO	Non-governmental organization
SO	Strategic Objective
SDG	Sustainable Development Goal
SIDS	Small island developing State
TCP	Technical Cooperation Programme
TCPF	Technical Cooperation Programme Facility
WFP	World Food Programme

Executive summary

Introduction

1. At its 127th session, the Programme Committee of the Food and Agriculture Organization of the United Nations (FAO) requested that the Office of Evaluation (OED) conduct a comprehensive assessment of the Organization's Technical Cooperation Programme (TCP). OED undertook the evaluation between March and September 2020, making use of a mixed-methods approach for data collection and analysis in view of the pandemic that among other things restricted movement and access to the field.
2. The evaluation assesses TCP activities at global, regional and national level, including TCP projects for development (national, regional, subregional and interregional), emergency assistance, TCP Facility (TCPF) projects. It covers the period from 2012 to 2019, spanning the last four biennia: 2012–13, 2014–15, 2016–17 and 2018–19.
3. The key questions addressed in the evaluation are:
 - EQ 1.** To what extent are TCP projects strategic and/or programmatic, and how relevant and effective are TCPs in meeting country/regional needs?
 - EQ 2.** How effective are fund allocation and distribution to countries? What are the criteria?
 - EQ 3.** At country level, how do TCP project governance and management contribute to operational efficiency and effectiveness?
 - EQ 4.** How instrumental have TCP projects been in achieving catalytic effects and to what extent have they contributed to sustainable impacts?
 - EQ 5.** What are the factors enabling and/or hindering TCP success in terms of catalytic effect and sustainable impact?
 - EQ 6.** What are the best practices and lessons learned from TCP projects?

Main findings

4. TCPs are considered to be strategically aligned to FAO's Strategic Objectives (SOs), regional initiatives and Country Programming Frameworks (CPFs). However, their contribution to and alignment with the Sustainable Development Goals (SDGs) and the SDG indicators for which FAO is custodian is neither explicit nor required in the TCP criteria. While a breakdown of TCP project approvals by Strategic Objective is reported for each biennium, there is no systematic mechanism for tracking which TCP projects contribute to what SDGs and SDG indicators.
5. The TCP provides funding to achieve CPF outcomes, giving FAO a seat at the table, especially at country and regional level. Stakeholders broadly perceived FAO to be taking a project-by-project rather than a programmatic approach with the TCP, noting that the name of the instrument could also be misleading in this regard. Still, it was noted that while some TCP projects might seem small and disconnected, they could become programmatic in the longer term.
6. Members find national TCPs to be highly relevant, as they are country-driven and aligned with national priorities, as well as emergency interventions, especially for kick-starting crisis support. Regional and interregional TCPs are perceived to be less relevant.

7. There is insufficient and inconsistent understanding of partnerships within FAO, also specifically in relation to TCPs. Discussions with internal stakeholders underscored the need to improve partnerships with non-governmental organizations (NGOs), research and academic institutions and the private sector, particularly ahead of more multisectoral projects in the future. There is a need for guidance on the different forms of partnership (including for the private sector) as they apply to TCPs.
8. Gender markers suggest that about one-third of TCP projects are mainstreamed, though there are consistency issues. Seldom reference is made to gender analysis during project design. There is also no assessment of the effectiveness of gender mainstreaming in TCP projects. There are examples, however, of positive efforts being made to improve gender equality and women's empowerment through TCPs.
9. Since 2018–19, all regions have well-defined criteria for TCP fund allocation to the countries within their purview, though the criteria and rationale may vary from region to region. Most regions now have a special fund to encourage projects with a catalytic effect or which mobilize resources. Countries are generally satisfied with the allocation process and the amounts they receive. They also have access to unused funds, which are redistributed towards the end of each biennium. Country offices noted it would be better if the unused funds could be allocated earlier.
10. Some project structures prescribed by the FAO Project Cycle were considered largely theoretical for most TCP projects. While the concepts, such as the Project Task Force (PTF) were appreciated, they were not seen as a prerequisite to success (merely a reporting requirement). The time lag between the proposed and actual implementation dates has narrowed, but regional project approvals and closures by headquarters are lengthy affairs, affecting TCP efficiency. Start-up delays and cumbersome bureaucratic processes, especially in procurement and recruitment, hamper delivery in the first year of the biennium.
11. The size neutral FAO Project Cycle procedures make TCP projects process-intensive, increasing transaction costs. Over the last four biennia, there has been a rise in the number of TCP projects, mainly due to a decrease in project size, from an average USD 244 966 in 2012–13 to USD 193 268 in 2018–19. FAO uses the same processes and procedures for all project types and sizes. Stakeholders suggested FAO's Project Cycle Management (PCM) could use some tailoring.
12. FAO has no institutionalized mechanism for monitoring and reporting on the outcomes or impact of TCP projects in a systematic way. TCP project monitoring is focused on budget utilization and project delivery. This means that best practices are not captured, and lessons are not learned. There is no systematic follow-up on the catalytic effect after a TCP project has ended. Also, FAO has no mechanism for systematically assessing TCP effectiveness, apart from country programme evaluations (CPEs). A catalytic effect is fundamental to the effectiveness of TCPs. However, it is not an explicit TCP criterion and was not, until recently, officially defined by FAO. A total of 273 projects were catalytic in 83 countries. The leverage of investments and grants in 43 sampled countries was 1:15.6 over the four biennia.
13. Key factors that enable or hinder TCP success in terms of catalytic effect and sustainable impact include government ownership, commitment and funding in order to scale-up or replicate projects; FAO's comparative advantage; the strategic thinking and dynamism of

FAO Representatives (FAORs); synergies with in-country bilateral and multilateral organizations and international financial institutions (IFIs); ideas and concepts that readily attract investment; leadership from regional offices; and technical experts who are aware of country context and needs.

14. Key hindrances include FAO bureaucracy, a lack of government budget for upscaling or replication, a change in government or turnover of key officials/champions, inadequate communication and promotion of TCP results, a lack of follow-up after project end, poor project design (including standalone projects) and low country office capacity.
15. It is a best practice to ensure synergies with national initiatives, foster multi-stakeholder and inter-ministerial collaboration, access global funds, take a programmatic and holistic approach, opt for sustainable, simple solutions that scale-up and call on the FAO Investment Centre (CFI) expertise.
16. Key lessons learned include: i) avoid isolated or standalone projects; ii) ensure sustained commitment from government; iii) identify potential investors and synergies (for scale-up/replication) at the project design stage; iv) focus on policy work that aligns with bigger initiatives to attract government and donor attention and investment; v) multisectoral TCPs require more effort and are challenging to coordinate and implement; vi) communicate and channel information between implementers and policy/decision makers is key to follow-up; and vii) ensure the inclusion of gender and stakeholder analysis, and a well-formulated logical framework in project design for successful implementation and monitoring purposes.

Conclusions and recommendations

17. Overall, if TCP were not there, it should be invented. It is a crucial instrument for FAO's positioning, visibility and operations in Member Countries. However, a number of TCPs are isolated small-scale projects that are not linked to larger development impact including SDG achievement. Thus, FAO should transform the TCP into a more strategic, facilitative instrument that provides Members with technical assistance to achieve the 2030 Agenda. The TCP criteria should include a requirement that projects be directly aligned with and contribute to specific SDG targets and/or indicators.
18. FAO should also take concrete steps to increase the catalytic effect of TCP projects, including the inclusion of 'catalytic effect' in the TCP criteria. Understanding of catalytic effect and partnerships is uneven, and has led to limited leveraging/scaling-up/replication and/or multiplier effect. Synergy with potential investors/donors should be identified at the design stage.
19. While checks and balances are necessary, FAO needs to simplify the processes, procedures and structures involved in the TCP to enhance efficiency and effectiveness. It should also set-up organizational mechanisms for monitoring TCP results and following-up after project closure, as well as systems for capturing and reporting best practices and lessons learned.
20. Inadequate quality assurance and uneven understanding of results-based management in the TCP context also hinders TCP effectiveness and sustainable impact. FAO Representatives and lead Technical Officers need to improve their understanding of results-based management and ensure the quality of TCP project design. Regional office

allocations to countries should remain transparent and criteria should be revisited, as appropriate.

21. If FAO is able to have an increased number and/or proportion of TCP projects that have catalytic effect, which *inter alia* require the full implementation of the six recommendations, Governing Bodies may consider an increase in appropriation in increments to enable FAO to provide adequate technical assistance to Member Countries in better achieving the 2030 Agenda. FAO could also explore if additional funds specifically for TCP could be mobilized to add to the TCP appropriation allocated from the Regular Programme budget – for example, from a foundation or a donor agency.

1. Introduction

1.1 Purpose of the evaluation

1. At its 127th session, the Programme Committee of the Food and Agriculture Organization of the United Nations (FAO) requested that the Office of Evaluation (OED) conduct a comprehensive assessment of FAO's Technical Cooperation Programme (TCP) covering relevance, effectiveness and efficiency, fund allocation and distribution, governance and management,¹ and strategic and programmatic aspects, through a consultation with Members (FAO, 2019a). OED undertook the evaluation between March and September 2020 with a view to presenting it to the Programme Committee in November 2020.
2. In requesting the evaluation, Members noted the importance of assessing how the TCP had adapted to current and future development contexts, and of gathering concrete evidence of catalytic effects, impact, best practices and lessons learned. The TCP as a programme has not been evaluated since 2005 (FAO, 2005a). However, TCP results have been assessed (to varying degrees) as part of thematic and country programme evaluations (CPEs), and also part of FAO independent external evaluation in 2007. Between May 2011 and January 2012, the Office of the Inspector General (OIG) completed a review of the TCP, and the TCP has been reviewed as part of multiple country and regional external audits since its decentralization in 2010. The TCP 2019 report, published in December 2019, was FAO's first attempt to capture its achievements (projects completed in 2018) in an aggregated and systematic way (FAO, 2019).

1.2 Intended users

3. The primary audience of this evaluation includes: FAO Senior Management and Members, in particular the Programme Committee. Core users are the Technical Cooperation Unit within the Partnerships and Outreach Stream (FAO), decentralized FAO offices, technical divisions, and other partners and external stakeholders at global, regional and national levels.

1.3 Scope and objective of the evaluation

4. The evaluation assesses TCP activities at global, regional and national levels, including TCP projects for development (national, regional, subregional), emergency assistance, TCP Facility (TCPF) projects, and interregional TCPs. It covers the period from 2012 to 2019 spanning the last four biennium - 2012-13, 2014-15, 2016-17, and 2018-19.
5. The **objectives** of the evaluation are to:
 - i. assess the strategic and programmatic relevance and effectiveness of TCP projects in addressing country needs;

¹ While the evaluation looks at governance and management from a processing, implementation and monitoring perspective at the country level, the Office of the Inspector General (OIG) is conducting an audit in 2020 that will review in more detail the TCP's governance arrangements and procedures.

- ii. examine the effectiveness of fund allocation and distribution, design, implementation and monitoring in addition to the efficacy of governance and management of TCP projects at country level;
 - iii. assess the extent to which TCP projects have had catalytic effects and contributed to sustainable impact at various levels (interregional, regional and national);
 - iv. identify challenges, enabling and hindering factors, best practices and lessons learned, and provide recommendations for improving design and implementation of the TCP to ensure catalytic effects and sustainable impact.
6. Hence, the **key questions** addressed by the evaluation are:

EQ 1. To what extent are the TCP projects strategic and/or programmatic, and how relevant and effective are TCPs in meeting country/regional needs?

EQ 2. How effective are fund allocation and distribution to countries? What are the criteria?

EQ 3. At country level, how do TCP project governance and management contribute to operational efficiency and effectiveness?

EQ 4. How instrumental have TCP projects been in achieving catalytic effect and to what extent have they contributed to sustainable impact?

EQ 5. What are the factors enabling and/or hindering TCP success in terms of catalytic effects and sustainable impacts?

EQ 6. What are the best practices and lessons learned from TCP projects?

1.4 Methodology

7. The evaluation adhered to the United Nations Evaluation Group (UNEG) Norms and Standards (UNEG, 2016) and ethical guidelines (UNEG, 2008), and incorporated Organisation for Economic Co-operation and Development's Development Assistance Committee (OECD/DAC) criteria (OECD/DAC, 2019) in defining the evaluation questions. The evaluation was conducted in a participatory manner. The approach was transparent and inclusive to ensure utilization-focused findings and recommendations.
8. A mixed-method approach was used to collect data, which ensured triangulation and validation of data collected from different sources using various methods to enhance the credibility of findings, conclusions and recommendations. Both qualitative and quantitative data were gathered from primary and secondary sources. The approach was planned in line with FAO's *Guidance note for conducting evaluations under the pandemic (COVID-19)* (FAO, 2020a). Evidence was gathered through a combination of the following methods to address the key evaluation questions.
9. **Desk review.** A comprehensive document and database (Field Programme Management Information System, FPMIS) review was undertaken during the evaluation. It included review of corporate and TCP related documents and the analysis of a sample of 353 operationally closed projects.
10. **Semi-structured interviews.** All interviews were conducted virtually (using Zoom or Skype). In all, 139 interviews were conducted with more than 250 stakeholders, which including FAO Representatives (FAORs) in 43 country offices,²100 Lead Technical Officers,

² The number of countries in each region was in proportion to the regional allocation from the TCP appropriation.

all subregional and regional offices and headquarters, Assistant Director-Generals, Deputy Regional Representatives, Regional Programme Leaders, and TCP Officers at regional office level, and relevant staff at headquarters including senior management. The evaluation team also interviewed representatives of regional institutions, regional groups and Programme Committee chairs and vice-chairs. The list of stakeholders interviewed can be found in Appendix 1.

11. **Surveys.** Two online surveys were conducted to gather information at country level: one for FAORs/country offices, and the other for government stakeholders. Initial exploratory interviews and review of documents informed the design of the survey tools. The questionnaire for government stakeholders was prepared in English, French and Spanish. Multiple means of follow-up ensured a high response rate.
 - i. The FAOR survey received 121 responses from 115 countries: 41 from the Regional Office for Africa (RAF), 28 from the Regional Office for Asia and the Pacific (RAP), 10 from the Regional Office for Europe and Central Asia (REU), 28 from the Regional Office for Latin America and the Caribbean (RLC) and 14 from the Regional Office for the Near East and North Africa (RNE).
 - ii. The survey for government stakeholders saw 291 responses from 89 countries: 114 from RAF, 59 from RAP, 14 from REU, 90 from RLC and 14 from RNE.
12. **Synthesis of findings from past evaluations.** The evaluation team compiled a synthesis of findings from CPEs and thematic evaluations (completed between 2014 and 2020). It also incorporated the synthesized results of country annual reports.
13. **Country case studies.** Because of the COVID-19 situation and travel uncertainty, the evaluation team recruited national consultants to gain an in-depth understanding from external stakeholders of catalytic effects and sustainable impact at country level, in addition to best practices, enabling and hindering factors, and lessons learned. In-depth case studies were conducted in 11 countries³ (Bangladesh, Plurinational State of Bolivia, Dominican Republic, Ghana, the Philippines, Rwanda, Sierra Leone, Tajikistan, Timor-Leste, Tunisia, and Zimbabwe). These included more than 120 interviews and a review of more than 180 project documents.⁴ Interviews in the country were conducted by telephone and/or in-person where feasible (see Appendix 1).
14. **Country selection.** The sample of countries (43)⁵ for FAOR interviews and the sub-sample of 11 countries for in-depth country case studies was chosen based on information from desk reviews and in consultation with regional offices. A combination of the following criteria was used to determine those countries with appropriate representation:
 - i. 'special attention' countries
 - ii. countries from different income categories
 - iii. countries with no or low donor presence or funding

³ Number of countries selected in each region was in proportion to the regional allocation from the TCP appropriation.

⁴ This was in addition to the key informant interviews and desk review conducted overall.

⁵ The 43 countries accounted for 41 percent of budget allocations for Africa, 49 percent for Asia and the Pacific, 46 percent for Latin America and the Caribbean, 49 percent for Europe and Central Asia, and 45 percent for the Near East and North Africa.

- iv. countries with a large TCP allocation (USD 1 million or more per biennium)
- v. countries with emergency and development TCPs

1.5 Limitations

15. The absence of an explicit theory of change to present the causal linkages and impact pathway associated with the FAO TCP proved to be a key limitation when designing the evaluation. The evaluation team, based on preliminary consultations and review of documents, constructed a TCP impact pathway to guide the evaluation.
16. The availability of stakeholders for virtual interviews and the tight time frame to conduct case studies were seen as a potential constraint. However, the Office of Evaluation (OED)'s overall follow-up with FAO stakeholders and country offices support, in particular, in reaching out to government stakeholders enabled the evaluation team to interview the intended key informants within the overall constraints of COVID-19.
17. FAO's failure to systematically track catalytic effects meant the evaluation team often had to rely on individuals' memory and anecdotal evidence triangulated from information collected by various methods from different sources.⁶

⁶ Including checking the World Bank and International Fund for Agricultural Development (IFAD) websites for project titles and exact amounts, where feasible.

2. Background and context

2.1 Development context

18. Over the last decade, the development context and priorities have evolved. The Millennium Development Goals (MDGs) came to an end in 2015. The adoption of the 2030 Agenda for Sustainable Development (United Nations, 2015) and the entry into force of the Paris Agreement on Climate Change (UNFCCC) provide the overall development framework in which FAO operates for enhanced implementation of its mission. The recent United Nations Reform (United Nations, n.d.) adds to the evolving context, as does the continually changing development and emergency assistance needs in various countries. The United Nations Development Assistance Frameworks (UNDAFs) have been reformed, and the new Sustainable Development Goal (SDG)-based cooperation framework is emerging and is set to become the main medium-term programming and resource mobilization mechanism for the UN at country level.
19. Communication and information gathering/sharing technologies as well as national skills and capacities have evolved. Economies have grown, and many countries have moved up on the income category. In 2020, there are fewer low-income countries (30 in 2018 vs 42 in 2008) and lower-middle-income countries (47 in 2018 vs 55 in 2008), as compared to a decade ago. At the same time, there are more upper-middle-income countries (60 in 2018 *vis-à-vis* 45 in 2008) and high-income-countries (80 in 2018 *vis-à-vis* 66 in 2008).⁷
20. Growing economies have caused agriculture to decline as a share of gross domestic product (GDP), contributing to changing patterns of food consumption and food demand and leading to a shift in production/productivity perspective to transforming food systems. Furthermore, it has led to diminishing quality and quantity of natural resources, a loss of ecosystem services, the emergence of urban agriculture (vertical farming), changing patterns of agricultural trade and the evolution of trade policies. The private sector has become a dominant player and is ahead of the curve on innovation.
21. Global warming and climate change have come to impact agriculture, forestry and fisheries. There is greater vulnerability due to natural and human-made disasters. There are also emerging issues, such as food loss and waste, and food safety, coupled with inadequate public-sector investment in agriculture. Critically, the needs and issues have become multisectoral and beyond the realms of ministries of agriculture, due to the changing role of agriculture in the development of Member Countries and in the context of the SDGs.

2.2 Background to the TCP

22. The TCP was created in 1976, allowing FAO to draw from its Regular Programme resources and respond to Countries' most pressing needs for technical assistance. The intention was to make FAO's specialized competence more readily available to Member Countries to solve their most urgent development problems in agriculture, livestock, fisheries and forestry, in addition to addressing related rural development and socio-economic issues.

⁷ World Bank classifications. The year mentioned are Bank's fiscal year 2010 (data for 2008) and 2020 (data for 2018) - <https://datahelpdesk.worldbank.org/knowledgebase/articles/906519-world-bank-country-and-lending-groups>

23. Originally, the TCP was designed to address the unforeseen and urgent needs that were not being addressed efficiently through more traditional aid channels or Regular Programme activities, agreed in FAO's biennial planning processes (FAO, 2019b). Initially, the TCP was unprogrammed in nature. By design and in practice, it was intended to meet critical gaps, respond to government requests, complement other forms of assistance (including in emergencies) and create the conditions for more substantive support channelled through FAO.⁸ However, over the years, the TCP has evolved (see Appendix 2 for more details, particularly in the last decade, since decentralization. For example, in 2012, FAO's Governing Bodies approved a measure to improve TCP, including the use of Country Programming Frameworks (CPF) as a starting point for the prioritization of in-country TCP technical assistance in line with the Strategic Objectives (SOs) (FAO, 2017a).
24. Between 1976 and the end of 2019, FAO approved 12 554 TCP projects with a total appropriation of USD 1 818 billion (Appendix 2).

2.3 Overview of TCP 2012-13 to 2018-19

25. The overall TCP appropriation has ranged from 11.5 percent to 14 percent of FAO's Regular Programme budget in the last four biennia (Table 1). The TCP share has shown a slight upward trend even though the Regular Programme budget has remained constant. A total of 2 441 projects (worth USD 530.37 million) were approved in the last four biennia.

Table 1: Proportion of TCP appropriation (USD million)

	2012-13	2014-15	2016-17	2018-19
FAO Regular Programme budget	1 005.64	1 005.65	1 005.64	1 005.64
TCP appropriation	116.03	134.72	138.83	140.79
TCP projects approved	455	496	736	754
Proportion of TCP appropriation	11.5%	13.4%	13.7%	14.0%

Source: FAO documents - CL 143/3 (2012-13); CL 148/3 (2014-15); CL153/3 (2016-17); and CL 158/3 (2018-19); FPMIS (number of projects).

26. TCP broadly provides two types of support – development support and emergency assistance. The distribution by modalities of project intervention is presented in Table 2. Cumulatively, over the last four biennia, 14.9 percent of the resources went to emergency assistance, while 85.1 percent was directed to development support. The TCPF,⁹ which falls under the development support, accounted for 15.6 percent of the overall TCP appropriation and 18.4 percent of the overall development support.

Table 2: TCP project approvals and budget by modalities (USD million)

Modalities	2012-13 Amount/ (no. of projects)	2014-15 Amount/ (no. of projects)	2016-17 Amount/ (no. of projects)	2018-2019 Amount/ (no. of projects)	Cumulative amount (%)
Emergency assistance	15.65 (49)	18.20 (50)	22.38 (54)	22.48 (50)	78.71 (14.9%)
Development support	95.57 (406)	111.14 (445)	120.01 (683)	123.25 (704)	449.97 (85.1%)
<i>TCP Facility (TCPF)*</i>	<i>17.10 (143)</i>	<i>20.09 (136)</i>	<i>20.84 (349)</i>	<i>24.68 (347)</i>	<i>82.71 (15.6%)</i>

*The TCPF is presented in italics as it is included in TCP development support.

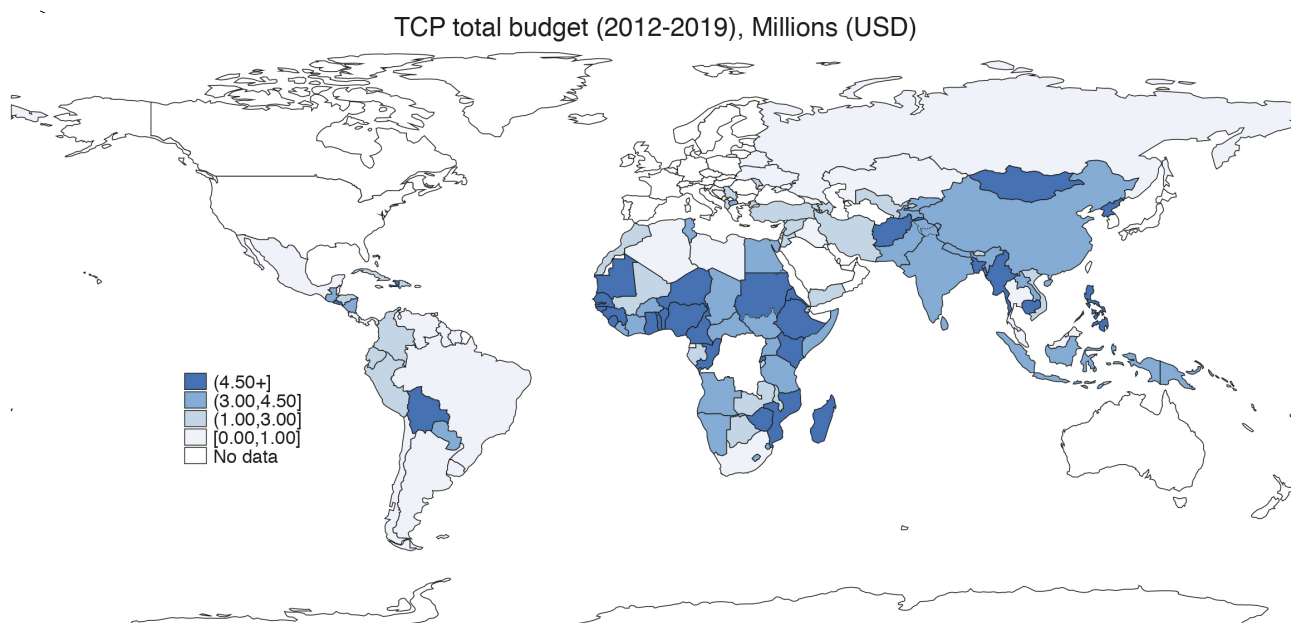
Source: Compiled from FAO FPMIS.

⁸ Article 1 (3) of the FAO Constitution states that – "It shall be the function of the Organization....to furnish such technical assistance as governments may request." See FAO (2017b), p3.

⁹ TCP projects of USD 100 000 or less (since 2016).

27. Figure 1 shows the cumulative distribution and intensity of TCP allocations to countries over the four biennia (including TCP emergency and development funding and TCPF; the darker the colour, the higher the total TCP allocation). The cumulative allocation per country over the four biennia ranged from USD 0.10 million to USD 7.28 million. The median per country over the four biennia is USD 2.88 million (or USD 0.71 million per biennium).

Figure 1: Distribution map of TCP allocation

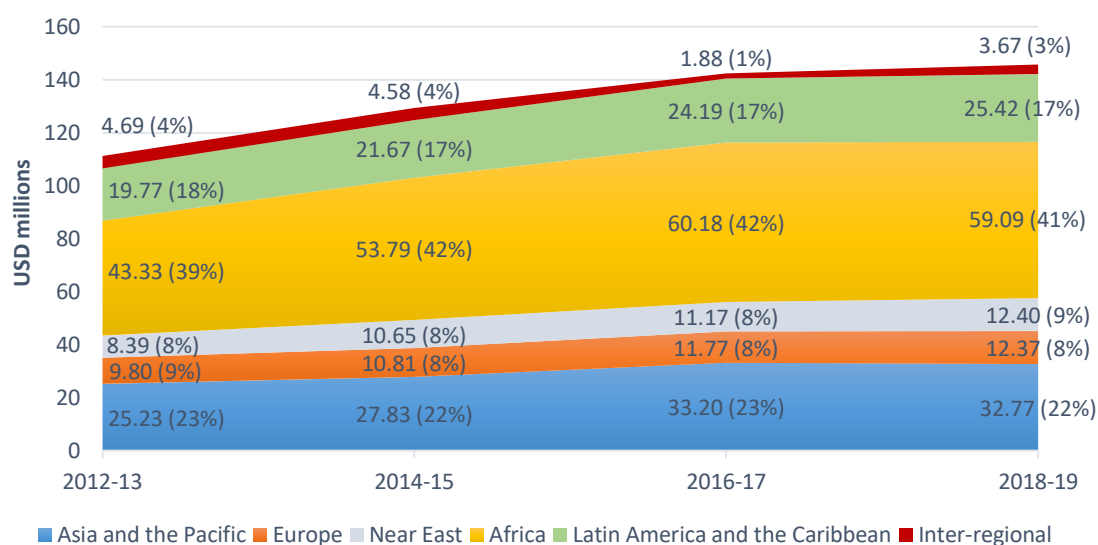


Source: Evaluation team (compiled from FAO FPMIS).

Map corresponds to Map No. 4170 Rev. 19 UNITED NATIONS, October 2020

28. Over the past four biennia, TCP project budget approvals by geographic scope (levels) have ranged from 78 to 81 percent for country TCPs, 7 to 11 percent for subregional TCPs, 8 to 11 percent for regional TCPs, and 1 to 4 percent for interregional TCPs. While the allocated share to subregional TCPs has shown a decline (from 11 to 8 percent), regional TCPs have seen an increase (from 8 to 11 percent). The proportions of country and interregional TCPs have fluctuated (Appendix 5).
29. The resources allocated to each region have increased since the 2012–13 biennium, in line with the overall increase in the TCP allocation from the Regular Programme budget (Figure 2). Compared with the 2012-13, Africa (Regional Office for Africa, RAF) and the Near East and North Africa (Regional Office for the Near East and North Africa, RNE) regions increased by 36 percent and 48 percent, respectively, while in Asia and the Pacific (Regional Office for Asia and the Pacific, RAP), Latin America and the Caribbean (Regional Office for Latin America and the Caribbean, RLC) and Europe and Central Asia (Regional Office for Europe and Central Asia, REU), the amount increased between 26 and 30 percent. It should be noted that the regional allocations as a proportion of the total have remained constant over the past four biennia, as decided by the Governing bodies (2008 Conference decision). The small variations (of 1-2 percent) can be seen due to administrative reasons such as return-flows or the margin allowed for overcommitment.

Figure 2: TCP allocation for development support by region

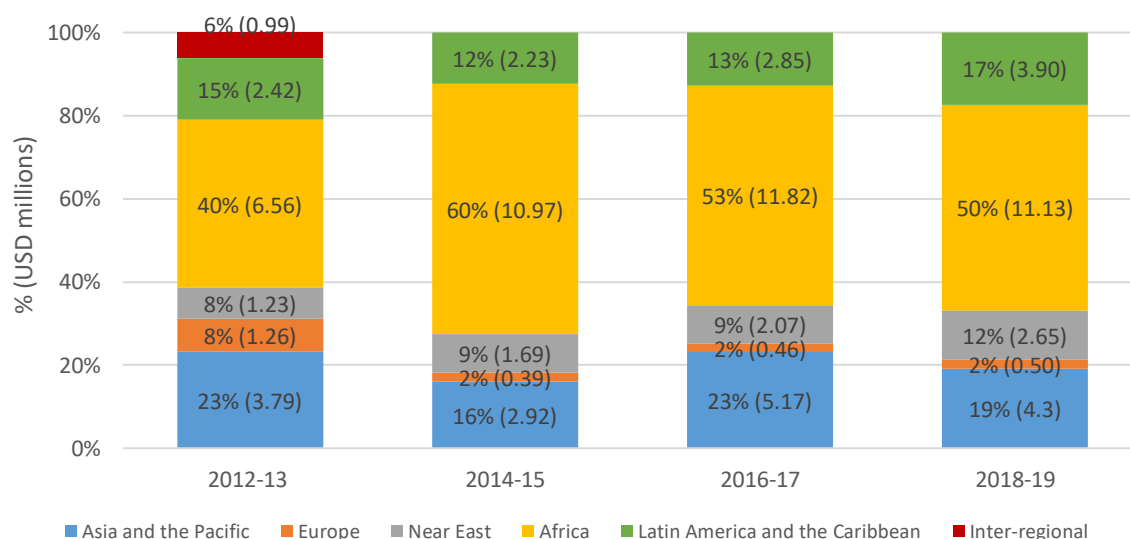


Note: Europe = Europe and Central Asia; and Near East = Near East and North Africa.

Source: Compiled from FAO FPMIS.

30. The amount available for emergency assistance TCPs increased from USD 16.25 million in 2012-2013 to USD 22.48 million in 2018-2019, in line with the overall increase in the TCP appropriation. For Africa and the Near East, and North Africa regions, the proportion and amount for emergency assistance TCPs have shown an increase since 2012-13. For the Latin American and the Caribbean, and Asia and the Pacific regions, the proportions have fluctuated though the amounts per biennium have increased. For Europe and Central Asia region; however, the proportion and amount has declined over the four biennia (Figure 3).

Figure 3: Emergency assistance - TCP allocation by region

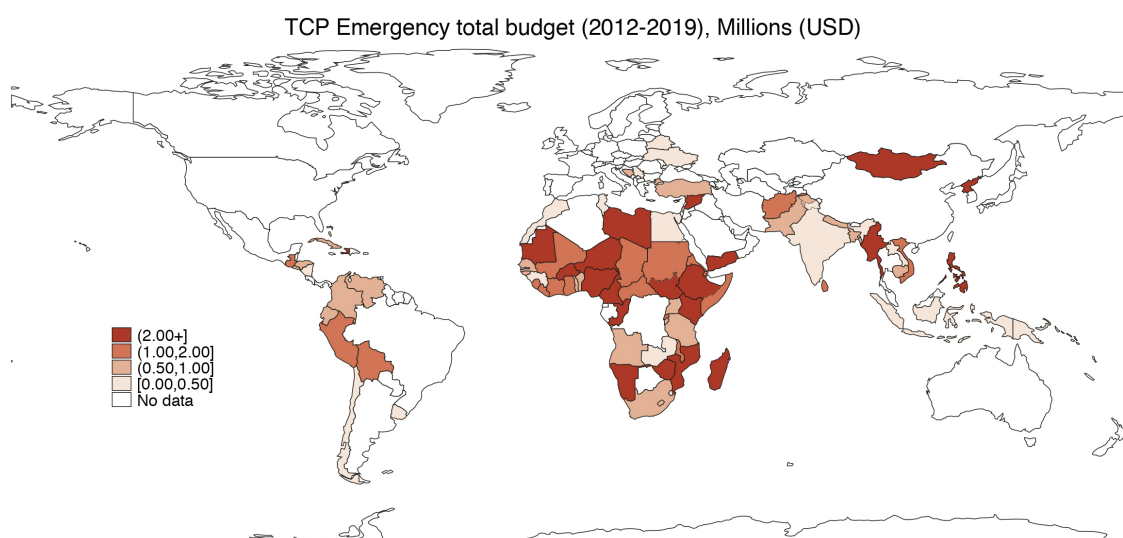


Note: Europe = Europe and Central Asia; and Near East = Near East and North Africa.

Source: Compiled from FAO FPMIS.

31. As can be seen in Figure 3, the bulk of the emergency TCP allocation went to Africa. Figure 4 shows the geographical distribution and concentration of emergency TCPs over the past four biennia. Some countries have received multiple emergency allocations.¹⁰

Figure 4: Distribution and concentration of emergency TCPs



Source: Evaluation team (compiled from FAO FPMIS).

Map corresponds to Map No. 4170 Rev. 19 UNITED NATIONS, October 2020

32. Between 2012-13 and 2018-19, 147 Member Countries benefitted from TCP projects.¹¹ Table 3 presents the regional distribution of countries by income categories (World Bank Country Classification, June 2019). Fifty percent are low-income (21 percent) and lower-middle-income (31 percent) countries. Most (77 percent) of the low-income countries are in the Regional Office for Africa (RAF), and 72 percent lower-middle-income countries are in RAF and Regional Office for Asia and the Pacific (RAP). Most of the countries in the Regional Office for Latin America and the Caribbean (RLC) (61 percent) and Regional Office for Europe and Central Asia (REU) (72 percent) are upper-middle-income countries. Three regions (RAP, RAF and RLC) account for 79 percent of the countries that benefitted from TCP projects.

Table 3: Number of countries supported by TCP by income categories across regions

Region	Low Income	Lower-middle Income	Upper-middle Income	High Income†	TOTAL (% of countries)
Asia and the Pacific (RAP)	3	17	15	1	36 (24%)
Europe and Central Asia (REU)	1	4	13	0	18 (12%)
Near East and North Africa (RNE)	2	5	5	1	13 (9%)
Africa (RAF)	24	16	6	1	47 (32%)
Latin America and the Caribbean (RLC)	1	4	20	8	33 (22%)
TOTAL	31	46	59	11	147
(% of income category)	(21%)	(31%)	(40%)	(7%)	(100%)

† All high-income countries indicated are SIDS, except for Chile (2012), Panama (2017) and Uruguay (2012) with their year of graduation in brackets. This includes emergency projects but does not include regional and inter-regional allocations.

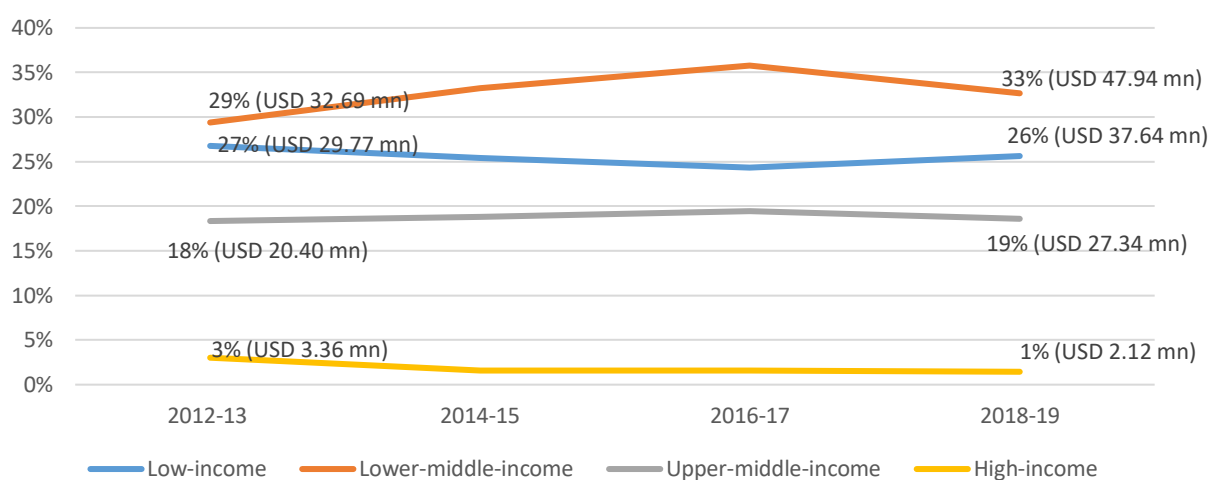
Source Compiled from FAO FPMIS.

¹⁰ Since 2018-19, in general, only one emergency TCP per country per biennium is approved.

¹¹ Most of the 147 countries benefitted in each of the 4 biennia. While a total of 147 countries benefitted through TCP projects, the number of countries in each biennium ranged between 137 to 142. This includes countries that do not have national TCPs but covered through the subregional TCPs.

33. The distribution of TCP allocation by income category¹² is presented in Figure 5. The proportion allocated to low-income countries and upper-middle-income countries has remained relatively constant. In contrast, the proportion of allocation to lower-middle-income countries has increased (from 29 to 33 percent), and declined for high-income countries (from 3 to 1 percent). Except for high-income countries, the allocation amount for other income categories has increased, alongside the overall increase in TCP allocation.

Figure 5: TCP allocation by income category of countries



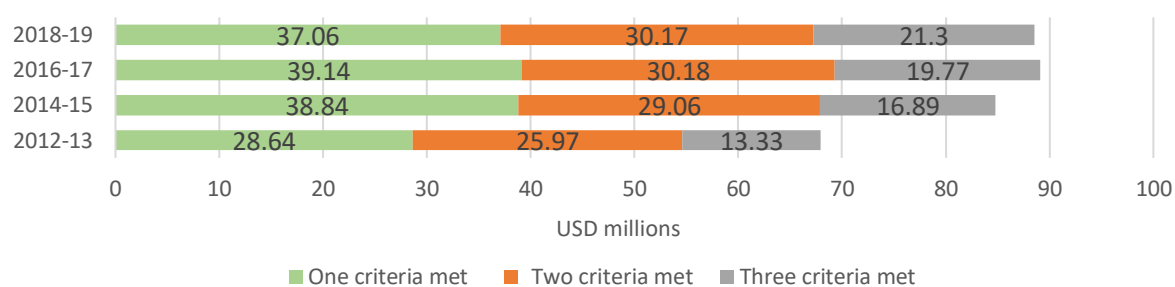
Note: Allocation through regional/sub-regional and inter-regional TCP classified as others have not been shown in the Figure.

Source: Compiled from FAO FPMIS.

34. TCP has focused its allocation on 'special attention' countries. These are countries categorized as low-income food-deficit countries (LIFDCs), small island developing States (SIDS), least developed countries (LDCs) and landlocked developing countries (LLDCs). Out of the 147 TCP countries, 53 are LIFDCs, 39 are SIDS, 47 are LDCs and 31 are LLDCs.¹³ While some of the countries fall into only one 'special attention' category, others fall into two or three categories. The allocations during the four biennia to countries classified under one, two and three criteria are presented in Figure 6. From 2012-13 to 2018-19, the proportion allocated to the 'special attention' countries has declined marginally from 67 percent to 63 percent but has been almost constant for the last three biennia. The reduction can be explained mainly by the graduation of countries out of the LIFDC list.¹⁴

¹² As classified in FPMIS as per the World Bank classification - <https://datahelpdesk.worldbank.org/knowledgebase/articles/906519-world-bank-country-and-lending-groups>

¹³ As classified in FPMIS. The new list for 2018 for low-income food-deficit country (LIFDCs) is expected to apply applicable from the 2020-21 biennium. See FAO (2018a).

Figure 6: TCP allocation to special attention categories

Source: Compiled from FAO FPMIS.

2.4 TCP impact pathway

35. In the absence of an explicit theory of change or impact pathway, the evaluation team developed one based on its desk review and scoping interviews with staff at headquarters and in the regional offices. The impact pathway was conceived as a tool to guide the evaluation's design. It visually describes the key causal relationships and paths of change, showing linkages between inputs and impact associated with the TCP (Appendix 3).
36. The impact pathway maps the causal linkages from inputs (TCP mechanism, the FAO Regular Programme budget, and FAO's comparative advantage and competencies) through TCP modalities (development and emergency TCPs at various levels, including TCPFs) to achieve outputs and outcomes (catalytic effect) that contribute to sustainable impacts and the ultimate goal. The impact pathway development took into account assumptions that would facilitate changes at the output and outcome level. The pathway guided the evaluation's discussions, analysis and presentation of findings on catalytic effect (section 3.4).

3. Evaluation questions

3.1 EQ 1. To what extent are TCP projects strategic and/or programmatic, and how relevant and effective are TCPs in meeting country/regional needs?

Finding 1. TCPs are strategically aligned to FAO Strategic Objectives and Country Programming Frameworks. However, alignment with and contribution to the SDGs and the SDG indicators for which FAO is custodian is neither explicit nor required by the TCP criteria.

37. TCPs are, in general, considered to be strategic because of their alignment to Strategic Objectives, regional initiatives and Country Programming Frameworks. This alignment is a requirement of TCP criterion 2 (contributing to FAO Strategic Framework) and TCP criterion 3 (assistance directed at country and regional priorities consistent with the CPF) (refer to Appendix 3 for the full list of TCP criteria). TCP is viewed as a strategic instrument for FAO at various levels.
38. CPFs have a pipeline of TCPs attached to them, which are revisited and/or updated in some countries. Should a government make a request that is not in the pipeline, the FAO Representative must ensure that it is aligned with CPF outcomes before proceeding. In discussions for this evaluation, most stakeholders noted that CPF priorities were very broad, so most new requests would align with CPF outcomes "*as long they are not political in nature*" according to some informants.
39. Some noted that developing strategic TCPs was not always straightforward, and depended on the country context and on the quality of CPF design, among others. CPFs are driven by outcomes and achievement of milestones.¹⁵ Stakeholders remarked that while, in theory, this was good, in practice, it was not always so, as CPFs tend to lack earmarked budget, and priorities are often broad and not well articulated. When CPFs do not deliver on resource mobilization, this affects their effectiveness, and, in turn, it impacts TCP strategically.
40. All FAO projects (including TCPs) have to be aligned with one or more Strategic Objectives. The Strategic Programme (SP) teams¹⁶ viewed the TCP as an important tool for realizing the SOs, especially at regional, subregional and country level. The alignment of a TCP with a particular SO is determined at the regional office level by the SO focal point, even if it may contribute to multiple SOs, and this is indicated in the system.¹⁷ The largest proportion of TCP allocation is for SO2 (Make agriculture, forestry, and fisheries more productive and sustainable) across all country income categories and all regions; however, the proportion was comparatively lower in the Latin America and the Caribbean as compared to other regions. The proportion of TCPs connected to SO3 (Reduce rural poverty) was relatively higher in upper-middle-income countries and Europe and Central Asia and Latin America and the Caribbean regions as compared to other country income categories and regions. A relatively higher proportion of TCPs related to SO5 (Increase the resilience of livelihoods

¹⁵ It was noted CPFs have been simplified in the recent years.

¹⁶ Strategic Programme teams were coordinating bodies and do not implement projects. The teams cease to exist in mid-2020.

¹⁷ This is then aggregated in the Programme Implementation Report – TCP delivery by Strategic Objective.

to threats and crises) were found in low-income countries and the Near East and North Africa and Africa regions as compared to others (Appendix 5).

41. While the proportion of TCP project approvals by SO are compiled and reported in FAO Programme Implementation Reports¹⁸ every biennium, there is no systematic mechanism for tracking which TCP projects are contributing to specific SDGs or to the SDG indicators for which FAO is custodian or co-custodian. There are no specific data available by SDG, although some argue that TCP project alignment to SOs links them indirectly to the SDGs. Despite being five years into the 2030 Agenda, alignment and contribution to the SDG is not a requirement of the TCP criteria.
42. As far as regional priorities are concerned,¹⁹ TCPs are aligned to regional initiatives, but not always driven by them in Africa and Europe and Central Asia regions.²⁰ In Latin America and the Caribbean, the TCPs are reviewed to ensure alignment with regional initiatives and the SOs. Similarly, in Asia and the Pacific, regional initiatives are taken into consideration during the project approval process.
43. Few stakeholders remarked that while alignment with FAO's SO, regional initiatives and/or CPFs may be useful, in reality the TCP cannot be strategic unless the technical assistance is tied to or leveraging more significant initiatives/investments or contributing directly (adding value) to national policies and/or to the implementation of development plans including the advancement of SDG achievements.
44. Overall, 91 percent of FAORs and 89 percent of government stakeholders who responded to the survey indicated that TCPs were 'quite' or 'highly' strategic (Annex 2 and 3). At the same time, while more than 60 percent of FAORs view TCPs as 'highly' strategic', fewer than 50 percent of government stakeholders concurred (Figure 7). The difference was very distinct in Latin America and the Caribbean: while 95 percent of FAORs perceived TCP to be highly strategic, only 36 percent of government stakeholders indicated so.²¹ (see Annexes 2 and 3). In general, TCPFs were seen as less strategic than TCPs.

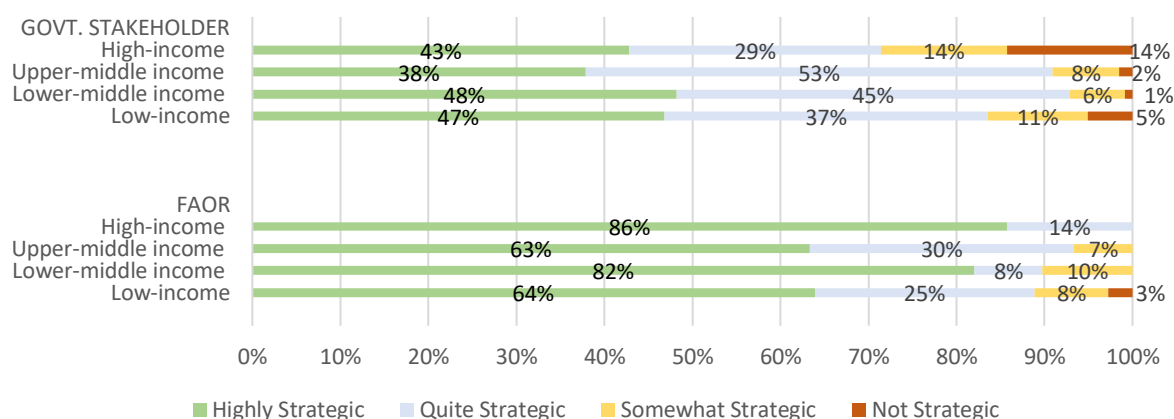
¹⁸ Programme Implementation Reports.

¹⁹ Decided at the regional conferences.

²⁰ Regional offices could retrofit the TCP to the regional priorities for the purpose of reporting to the regional conference. It was reported that not all TCPs may fit the regional priorities (about 90 percent would fit).

²¹ Possible reason noted by the Regional Office for Latin America and the Caribbean (RLC) was due to the ease of alternative funds upper-middle income and high-income countries.

Figure 7: Perception of TCP being strategic by type of respondent and by country income category



Source: FAOR and government stakeholder surveys – TCP evaluation 2020.

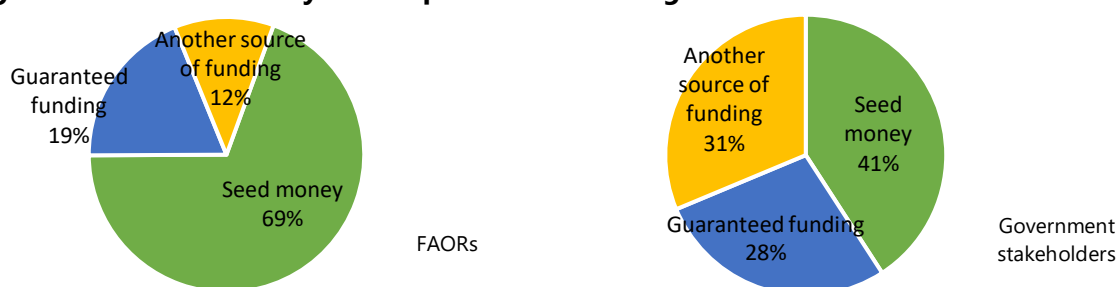
45. Discussions highlighted that under the UN Reform, the CPF would be derived from the United Nations Sustainable Development Cooperation Framework (UNSDCF) based on common country analysis, while in the past the CPF contributed to the UNDAF. Although too early, most stakeholders remarked that under the UN Reform, TCPs are likely to play a key role in bringing FAO to the table, contributing resources (seed money) and collaborating effectively with UN agencies at the country level. While some expressed doubts about the UN Reform, many were optimistic and viewed it as a step in the right direction. They also noted that the new generation of CPFs are likely to be broader in nature, as they would be drawn from the UNSDCFs.
46. In a changing global context, as the needs of countries shift and with more middle-income countries than a decade ago (see paragraph 19), TCPs need to be modernized or retooled for greater efficacy, catalytic effect and sustainable impact. While there has been talk at various levels of catalytic effects being key to the success of TCP projects, this is not explicit in the TCP criteria.²² Many regional offices have recently put in place a fund or enhanced quality assurance measures (within their respective regional allocation) to encourage catalytic projects (as in the Regional Office for Latin America and the Caribbean, RLC). Many of the middle-income-countries (especially the upper-middle-income countries) have the capacity and resources. However, many middle-income countries still need FAO to assist them in learning and adopting international standards and in adapting to tried and tested global innovative practices, systems and approaches, in addition to improving existing policies and regulations where needed.
47. The TCP is a source of funding for achieving CPF outcomes. How the TCP is used in this regard depends largely on the FAOR. Discussions revealed that many FAORs would be in a difficult situation without the TCP funding, as they do not have any other sources. TCPs help FAORs to kick-start projects. Discussions with FAORs, Assistant Director-Generals/Regional Representatives and Subregional Coordinators also underlined how TCPs enable FAO to have a seat at key discussion tables, particularly at country level and even at regional level (for example, in the development of Regional Agricultural Investment

²² It is implicit in TCP criterion 5 on sustainable impact. While sustainable impact is important, there need to be catalytic effects in the medium-term (two–three years) for there to be a sustainable impact longer term (beyond three–five years).

Plans in Africa and supporting the African Union on the Comprehensive Africa Agriculture Development Programme, CAADP).

48. According to the survey results (Figure 8), while many FAORs (69 percent) view the TCP as seed money, only 41 percent of government stakeholders do. Most government respondents viewed the TCP primarily as a guaranteed source of funding (28 percent) or another source of funding (31 percent). While views were similar among government stakeholders (respondents) from different country income categories, all respondents from Europe and Central Asia countries viewed TCP funds as guaranteed funding or another source of funding (Annex 3).²³ This echoes the view of staff that many countries consider FAO as another donor organization and that ministries of agriculture in some countries view TCP funding as their money. This underlines how country offices need to constantly sensitize governments of the purpose of the TCP and its multisectoral nature, to ensure greater effectiveness and impact.

Figure 8: TCP as viewed by FAO Representatives and government stakeholders



Source: FAOR and government stakeholder survey – TCP evaluation 2020.

Finding 2. The TCP is considered to be programmatic because of its links to the CPF, so its success largely depends on the quality of the CPF, how it is implemented by the country office and, to some degree, the guidance given by the regional office.

49. The TCP is perceived as being programmatic largely because of its links to the CPF. Therefore, the extent to which TCP contributes to a programmatic approach varies depending on the quality of the CPF and its implementation; and on the FAOR leadership. During interviews, the evaluation team noted that there are varying levels of understanding as to what ‘programmatic’ meant in the context of TCP projects. There is no definition of what ‘programmatic’ is when referring to programmatic TCPs, other than the fact that earlier when TCP was conceived, it was un-programmatic,²⁴ and since 2012 it is part of CPF. Interviewees said that TCPs are now focussed on the priorities of CPF.²⁵ In general, stakeholders viewed that FAO has a project-to-project approach rather than a programmatic approach. It was noted that the name of the instrument (Technical Cooperation Programme) could be misleading.²⁶

²³ This reflected the regional context. Many Europe and Central Asia countries became FAO Members only after the collapse of former Soviet Union and many countries are looking to FAO for funding to buy agricultural equipment, as highlighted in discussions with FAO staff in the region.

²⁴ It was reported that the un-programmed nature was abandoned since 2005.

²⁵ One of the 10 TCP criteria to be met.

²⁶ It is not a programme and as it does not have explicit umbrella theory of change. It operates more like a fund providing resources to demand-driven projects (provided it meets required criteria and is aligned to CPF at the country level with each project having its logical framework).

50. Several interviewees observed that country offices with very low capacity tended to use the TCPF for the preparation of the CPF. A review of FPMIS data indicated that over the four biennia, 80 TCP projects were directed to the development of CPFs, with an average budget of USD 58 268. Most (82 percent) of the TCP projects were either for low-income countries (44 percent) or lower-middle-income countries (38 percent). The Regional Office for Africa (RAF) accounted for 65 percent, with the remainder in the Regional Office for Asia and the Pacific (RAP), Regional Office for the Near East and North Africa (RNE) and Regional Office for Europe and Central Asia (REU). Among those countries that tapped their TCPs to develop their CPFs, 19 (including one subregional office) had more than one TCP (in the last four biennia) and 17 of them were in Africa
51. The Regional Office for Latin America and the Caribbean (RLC) has attempted to make a push towards a more programmatic approach for 2020–21 by encouraging countries to have two or more components of their annual workplans linked to TCP projects. The incentive is the potential for matching funds from the special pool created within the region’s TCP allocation. Nonetheless, it was noted that while some TCP projects might seem small and disconnected, they could become programmatic in the longer term, like the school feeding and family farming projects as in various Latin American countries and the land conservation projects in Europe and Central Asia.

Finding 3. At country level,²⁷ regional and interregional TCPs are perceived as less strategic and more FAO-driven.

52. **Regional TCPs** can serve a specific strategic role. For example, the regional (Regional Office for Asia and the Pacific, RAP) TCP on avian influenza helped FAO to get “a foot on the door” at the Association of Southeast Asian Nations (ASEAN). In the Regional Office for Latin America and the Caribbean (RLC), the regional TCP facilitated FAO to be on the table of Grain Alliance (Argentina, Brazil and the United States of America) discussions. Another RLC TCP led to the International Year of Quinoa and its promotion around the world, resulting in several national TCPs on quinoa. Regional TCPs are useful to promote new topics and agenda such as obesity, food loss and waste. Once these are endorsed by the regional conferences, they are easier for countries to adopt. As highlighted in discussions at headquarters, decentralization has also helped some regional offices become more adept at having a strategic dialogue, and the TCP has played a role in this. Still, countries and country offices view regional TCPs as less strategic than other TCP modalities.
53. Most country offices noted that regional TCPs are often “cooked in regional offices” (as pointed out by many interviewees) and then sent to country offices only to get signatures from government. In most cases, FAORs have not been consulted during the preparation of the regional TCP, especially when implementation has to be in the country, defeating the intention of being country-driven. Also, many regional TCPs work on normative aspects, which is not the primary purpose of the TCP.
54. Though they account for a very small proportion of the allocation, interregional TCPs are not viewed to be strategic and relevant by the decentralized offices. It was noted that since 2018-19, a slightly different approach has been used for interregional TCPs. Prior to that, funds were allocated to the Strategic Programme teams to develop projects, and this did

²⁷ Both FAO country offices and the national governments.

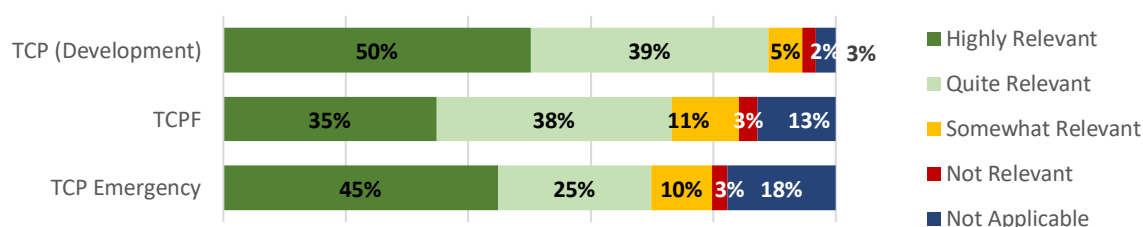
not work out so well. In reality, it was the technical units at headquarters that prepared the TCPs.

55. Emergency TCPs on early warning and early action have positioned FAO as the leader in this area – an area that was not there four or five years ago. FAO has been able to undertake anticipatory action, which is vital to the resilience agenda. It was reported that donors do not have a mechanism for anticipatory action and preparedness, and so emergency TCPs helps to position FAO uniquely.²⁸

Finding 4. National TCPs are highly relevant to the Member Countries as they are country-driven and aligned with national priorities. Regional and interregional TCPs are perceived relatively not as relevant at the country level. Emergency interventions were on the other hand rated as very relevant, especially in terms of kick-starting urgent support.

56. National TCPs are seen as relevant as they are aligned with country priorities and are at government request. Regional TCPs, however, are generally viewed as less relevant (than national TCPs) at country level. Interviewees noted that regional TCPs were not irrelevant, but their impact is not immediately evident in most cases (see section 3.4). FAORs and country governments are often not adequately informed or consulted. Decentralized office FAO staff viewed interregional TCPs as least relevant. The Strategic Programme team leaders were not enthusiastic about the interregional TCPs either. In most discussions, interregional TCPs were considered to be FAO-driven rather than demand-driven.
57. Discussions with FAO internal stakeholders suggested that the relevance of TCP projects could vary according to context and depending on whether the countries had other instruments to complement or supplement funding. For some country offices, TCP funds account for more than 80 percent of the country portfolio.
58. The majority of government stakeholders perceived TCP (development assistance) to be either as highly relevant (50 percent) or quite relevant (39 percent) in terms of meeting country priorities and needs. Overall, TCP development assistance was seen as relatively more relevant than TCPFs and TCP emergency assistance projects (Figure 9). Government stakeholders (more than 80 percent) from low- and middle-income countries view TCPs as relevant to meet country priorities as compared to 70 percent of respondents from high-income countries. More than 75 percent of government stakeholders from countries in all regions are likely to consider as relevant (Annex 3).

Figure 9: Relevance of TCPs in meeting country priorities/needs - government stakeholders



Source: Government stakeholder survey – TCP evaluation 2020.

²⁸ This is also an example of how early warning early action anticipatory funds can be catalyst for other extra-budgetary funds (e.g. desert locust) – see discussions in section 3.4.

59. Most government stakeholders (89 percent of survey respondents) indicated that TCPs were either very well aligned (57 percent) or quite aligned (32 percent) with their respective national development and/or sectoral plans. Government stakeholders from upper-middle-income and low-income countries were more likely to view them as very well aligned with national development or sectoral plans, compared to others. Similarly, government stakeholders from countries in Latin America and the Caribbean, Near East and North Africa, and Africa regions were more likely to view TCP as very well aligned to their national development or sectoral plans compared to the other two regions (Annex 3). Also, they rated the contribution of the TCP to SDG advancements in their respective countries as excellent (30 percent of respondents) and above average (56 percent).
60. Emergency TCPs have enabled FAO to be the first on the ground and provide appropriate advice to the government and information to the donors. These TCPs also have strong emphasis in capacity development and kick-starting operations (early action – anticipatory and response). Emergency TCPs support natural hazards, food chain crises and protracted crises (Table 4). Most of the emergency assistance TCPs were to Africa (49 percent) and across regions for natural hazards (47 percent). Emergency assistance to tackle the food chain crisis accounted for 36 percent. The allocation of emergency TCPs complements resources allocated under the Special Funds for Emergency and Rehabilitation Activities (SFERA) (FAO, n.d.).

Table 4: Categories of emergency assistance TCPs by region (2018-19)

Category of support	Africa (in USD million)	Asia and the Pacific (in USD million)	Europe and Central Asia (in USD million)	Latin America and the Caribbean (in USD million)	Near East and North Africa (in USD million)	Total (in USD million)
Natural hazard	5 591	1 998	0	2 400	0 497	10 486 (47%)
Food chain crisis	3 073	2 359	0 500	1 000	1 150	8 082 (36%)
Protracted crisis	2 430	0	0	0 500	1 000	3 930 (17%)
Total	11 094 (49%)	4 357 (19%)	0 500 (2%)	3 900 (17%)	2 647 (12%)	22 498 (100%)

Source: FAO – Office of Emergencies and Resilience (OER).

Finding 5. There are inadequate and varying degrees of understanding of partnerships, and this requires additional guidance (including about the private sector), specifically in relation to TCPs. It is a TCP criterion that is not addressed well in proposals and projects.

61. TCP criterion 10 (on partnership and participation) states, “*where possible, TCP-supported assistance should contribute to new or strengthened partnerships and alliances.*” While there are three guiding questions to this criterion, many projects only respond to the question of stakeholder involvement and participation in project formulation, implementation and follow-up. The other two questions pertaining to partnerships created due to the projects and the complementarity of project activities to related activities of counterpart or donors are not sufficiently addressed. In general, project documents reflect an inadequate understanding of differentiating between stakeholder participation and attendance and partner involvement. Discussions with FAO internal stakeholders emphasized the need to improve partnerships with non-governmental institutions, research and academic

institutions, and the private sector, particularly in light of more multisectoral projects in the future. There is a need for guidance on the different modalities of partnerships (including for the private sector) in relation to TCPs.

62. Discussions highlighted the importance of FAORs to be involved in current structures and technical working groups outside ministries of agriculture²⁹ that will help broaden FAO's partnerships. It not only promotes FAO's visibility but also helps FAO to be on the table for crucial discussion. Several discussions highlighted the potential for South-South Cooperation using TCPs; however, it was found to be notably absent to a large extent and not leveraged by TCPs. Again, guidance was found to be lacking for the decentralized offices on this aspect.

Finding 6. Gender markers indicate that 32 percent of projects are mainstreamed. However, there are consistency issues with gender markers. Neither is gender analysis done nor is reference to existing gender analysis made at project design. There is also no assessment of the effectiveness of gender mainstreaming in TCP projects.

63. A review of gender markers in the FPMIS database indicated that there were two different types of gender marker – one that was initially introduced for TCP projects³⁰ and the other in line with the FAO Policy on Gender Equality, as prescribed in the TCP manual 2015.³¹ The 'original markers' are still used.
64. The newer gender markers³² overlapped with the original gender markers³³ in many projects.³⁴ However, there was no consistent match between older and newer markers – for example, G2b or G2a (in the newer set of markers) does not always equate to "gender mainstreaming" (in the original set of markers). A review of projects in FPMIS (2012-13 to 2018-19) indicated that 60 percent of the projects did not have any gender markers, and 32 percent³⁵ of projects were marked as "gender mainstreaming." Another 3 percent were marked as having a "gender focus" (as per the original classification). TCPs from Asia and the Pacific, Latin America and the Caribbean, and the Near East and North Africa, in addition to interregional TCPs, are more likely to have gender marker indicating "gender mainstreamed" as compared to the other two regions. Europe and Central Asia and, to some extent, Latin America and the Caribbean is more likely to have projects with "gender focus" markers
65. During interviews with FAORs/Assistant FAORs and Lead Technical Officers, it was noted that gender equality and women empowerment aspects were mainstreamed in TCP

²⁹ Throughout the document, the Ministry of Agriculture has been used as generic term instead of expanding on the full description of the Ministry in each country.

³⁰ 'Gender mainstreamed', 'gender focus', 'affirmative action', 'gender neutral' and 'gender' were the markers used in projects in all four biennia and are still used today.

³¹ G0 (project does not address gender equality), G1 (project addresses gender equality only in some dimensions), G2a (project addresses gender equality in systematic way, but this is not one of its main objectives) and G2b (project addresses gender equality and/or women's empowerment as its main focus) - TCP Manual 2015, p31 (internal document).

³² Found only in 428 projects of 2014-15 to 2018-19 biennia. Introduced in mid-2015.

³³ It was informed that original markers were not officially discontinued but considered no longer mandatory.

³⁴ Found in 1277 projects of 2012-13 to 2018-19 biennia.

³⁵ This meets the Minimum Standards set by FAO for gender mainstreaming by 2017 (the share of TCP portfolio allocated to women-specific targeted interventions should increase from 9 percent to 30 percent). However, there has been no revision of Minimum Standards since 2017.

projects to the extent possible, including ensuring the adequate participation of women in TCP activities and as beneficiaries. Reviews are conducted by gender focal points in decentralized offices. Seventy-two percent of FAOR survey respondents said gender mainstreaming was excellent (17 percent) or good (55 percent) on TCP projects, while 59 percent lauded mainstreaming on TCPF projects (12 percent said it was excellent, 47 percent viewed it as good).

66. The evaluation team's analysis of 400 project documents found many TCP appraisals citing gender was not applicable or of no special focus as the project was "technical in nature".³⁶ Aspects such as how the participation and involvement of women would be ensured in what activities or processes were not explicitly explained in the selected sample of project documents reviewed. The collection and reporting of gender-disaggregated data was not consistent across TCP projects either. Overall, gender analysis, or reference to gender analysis already conducted in the country, was not explicit from the review of selected project documents. The review also indicated gender markers are not always consistent with what is reflected in the project documents.
67. Nevertheless, there are examples of positive efforts by FAO to improve gender equality and women's empowerment through TCPs. These include support for the implementation of gender strategies in small producers' cooperatives in Cuba, increasing the productivity of honey collection and improving the shea-butter production practices of women in Guinea, establishing women's cooperatives in agribusiness and linking them to marketing opportunities and input dealers in Sierra Leone, assisting with the preparation of national policies on gender equality and rural women in Paraguay and gender-sensitive land policy in Zimbabwe, and providing support on agricultural census to several countries for the collection of gender-disaggregated data to address gender issues.

3.2 EQ 2. How effective are fund allocation and distribution to countries? What are the criteria?

68. TCP approval and management were decentralized in January 2010, except for emergency and interregional projects.³⁷ As per the decision of the Council, 15 percent and 3 percent of the TCP appropriation is indicatively earmarked for approval of emergency and interregional projects, respectively, under the authority and responsibility of the Assistant Director-General of the Technical Cooperation Department. Since 2018, emergency response TCPs have been delegated to the Office of Emergencies and Resilience (OER). The remaining 82 percent of the TCP appropriation has been set for allocation under the authority of the Assistant Director-General/Regional Representative (2008 conference decision).
69. As decided by the FAO conference, appropriation for the regions is indicatively earmarked for development projects in Africa (40 percent), Asia and the Pacific (24 percent), Latin America and the Caribbean (18 percent), Europe and Central Asia (10 percent) and the Near East and North Africa (8 percent) under the responsibility of the Regional Representative

³⁶ TCP Manual 2015, p30 (internal document) indicates that "a gender marker for the contribution of each TPC project (except for TCPF components) to the gender equality goals of the Organization must be indicated in FPMIS." However, since 2016, a higher proportion of TCPFs (54 percent) have gender markers, as compared to pre-2016 (10 percent).

³⁷ In accordance with Immediate Plan of Action (IPA) 3.22.

(FAO, 2011b). In managing TCP appropriation, decentralization and subsidiary principles apply.

Finding 7. Since the 2018-19 biennium, all regions have well-defined criteria for TCP fund allocation to countries within their respective regions. The criteria and rationale may vary among regions. Most regions have introduced a special fund to encourage projects leading to catalytic effect/resource mobilization.

70. The Assistant Director-General/Regional Representative allocates regional TCP resources to national, subregional and regional projects with inputs from TCP Officers and/or senior management in the region. It was noted that the allocation process across all regions in 2012-13 biennium was not as refined and systematic as it is at present. A review of allocation correspondences, and tables and discussions with stakeholders indicated that all regions had well-defined criteria in place for allocation to countries for 2018-19, and this has continued into 2020-21 with some refinements. While the Regional Office for Asia and the Pacific (RAP), Regional Office for Africa (RAF) and Regional Office for Europe and Central Asia (REU) have had criteria since 2012-13, the Regional Office for the Near East and North Africa (RNE) and Regional Office for Latin America and the Caribbean (RLC)³⁸ have established refined criteria since 2018-19. There are two parts to the process: i) allocation to various decentralized offices and also for any special purpose or priority; and ii) allocation to the country (refer to paragraphs 74 and 75 for additional information). The two are not mutually exclusive; they could be arrived at simultaneously. Table 5 presents the allocations to the decentralized offices for each region in the 2018-19 biennium.

Table 5: Allocation of TCP resources in the region

Africa (RAF)	Asia and the Pacific (RAP)	Europe and Central Asia (REU)	Latin America and the Caribbean (RLC)	Near East and North Africa (RNE)
Countries (79%)	Countries (80%)	Countries (80%)	Countries (37%)	Countries (69%)
Subregional (9%)	Subregional† (2%)	Subregional† (5%)	Country catalytic (40%)	Regional & Subregional (12%)
Regional (3%)	Regional (12%)	Regional (15%)	Subregional (9%)	Transformative/ catalytic (12%)
Emerging issues (5%)	Strategic pool (4%)		Regional (5%)	Contingency (8%)
Seed fund for resource mobilization (3%)	Miscellaneous (1%)		Regional catalytic + reserve (9%)	

† See paragraph 72 discussions.

Source: Interviews and internal documents.

71. About 70 to 80 percent of the funds allocated to a region are distributed to countries (Table 5). Except for Europe and Central Asia, all regions had allocated a proportion of the funds to resource mobilization, a strategic pool, or to catalytic/transformational projects. It was noted that this was the first time such an initiative had been taken in the allocation process

³⁸ It was noted prior to 2018-19, Regional Office for Latin America and the Caribbean used per capita income and special attention countries as criteria. Now it is applied more “mathematically.”

to encourage more catalytic projects. Except for Africa (3 percent),³⁹ all other regions had a 12-15 percent allocation for regional projects.

72. Africa, and Latin America and the Caribbean regions have four and three subregional offices respectively, and 9 percent of funds are allocated for subregional projects. While Africa earmarked an equal amount to each of the four subregional offices (USD 1 million each), in Latin America and the Caribbean, those covering the Caribbean islands received slightly more (USD 0.75 million) than the other two (USD 0.5 million each). In the Near East and North Africa region, there is no fixed allocation made for the subregional offices. In Europe and Central Asia, while an indicative distinction is made while planning, it is still part of the regional pot. In Asia and the Pacific, with the FAOR for 14 Pacific countries and the Subregional Coordinator being the same person, the allocation for those 14 countries and the subregional office (23 percent of the RAP TCP appropriation)⁴⁰ is given to the Subregional Coordinators so they could have the flexibility to decide and manage accordingly as a country, multi-country or subregional TCPs given the unique context in the Pacific. All of the Pacific island countries are categorized as SIDS.
73. Each region has unique allocation criteria in addition to some similar country allocation criteria. While the TCP Officer uses these to prepare an indicative allocation, the figure is finally adjusted based on discussions with senior management and/or the Assistant Director-General/Regional Representative. Table 6 shows the criteria used by the regions for 2018-19, and allocation spread to the countries.

³⁹ As the Regional Office for Africa (RAF) has 4 subregional offices, a considerable proportion was allocated to the subregional offices.

⁴⁰ The specific allocation to the Subregional Office for the Pacific Islands (SAP) is USD 0.6 million, and the countries in the subregion are allocated either USD 0.3 million or USD 0.4 million, apart from Papua New Guinea which received USD 1.0 million (per allocation details for 2018-19).

Table 6: Allocation criteria to countries

Africa (RAF)	Asia and the Pacific (RAP)	Europe and Central Asia (REU)	Latin America and the Caribbean (RLC)	Near East and North East (RNE)
Historical performance "Special attention" countries Countries with emergency and humanitarian issues Resource mobilization special fund use	An equal minimum allocation to all countries (USD 300 000) + "Special attention" or big country Under-nourished percentage Under-nourished number Additional consideration - income level - donor funding availability - humanitarian situation - rural population size - lack of requests	A base amount for TCPFs (USD 150 000 to USD 200 000) "Special attention" countries - LIFDC - LLDC – lower-middle-income - LLDC – upper-middle-income "Intermediate countries." - lower-middle-income - upper-middle income	A differentiated base allocation for 5 categories of countries - low-income - lower-middle-income - upper-middle-income SIDS and upper-middle-income non-SIDS up to per capita income USD 8 186 - high-income SIDS and all other upper-middle-income countries - high-income non-SIDS are not eligible The rest is distributed on a first-come-first-serve basis	A same base allocation to all countries (USD 400 000) + Large country population (> 40 million) Lower-middle-income country Resource scarcity by donors (<USD 5 million for national projects) A fixed amount is reduced for all upper-middle-income countries
Allocation per country ranged from USD 400 000 to USD 986 076	Allocation per country ranged from USD 300 000 to USD 1 200 000	Allocation per country ranged from USD 450 000 to USD 800 000	Base allocation per country ranged from USD 100 000 to USD 700 000 (with potential to double)	Allocation per country ranged from USD 400 000 to USD 900 000
Average of USD 748 250	Average of USD 657 576 (the average for Pacific countries was USD 380 000)	Average of USD 585 588	Base average USD 238 710 (potential to double)	Average of USD 553 846

Source: Interviews and internal documents.

74. Except for Africa, all other regions had a base amount allocated to all countries and then added further amount based on additional criteria. The average TCP allocation per country in the 2018-19 biennium was higher in the Regional Office for Africa (RAF) than in other regions. In the Regional Office for Europe and Central Asia (REU), the countries are allocated a base amount for a TCPF plus an amount for one or two TCPs (USD 300 000 to USD 350 000 per TCP) depending on the criteria. Countries can use the amount flexibly for TCPF and TCP projects. In the Regional Office for Latin America and the Caribbean (RLC), countries are encouraged to be competitive and have the potential to double their base amount based on proposals for catalytic projects.⁴¹ Even with the potential to double the

⁴¹ In 2020-21, it was for programmatic projects.

average, allocations to countries in RLC were the lowest among all regions.⁴² On an average, the Pacific countries (mostly upper-middle-income SIDS), receive a relatively low allocation, only marginally higher than the Caribbean countries⁴³ (mostly upper-middle-income and high-income SIDS).

75. The evaluation team reviewed the communications to countries about the allocation:⁴⁴ the FAOR survey indicated that only 55 percent were aware of the process/criteria of TCP allocation to the countries. Awareness was high among countries in Latin America and the Caribbean (76 percent) and Europe and Central Asia (100 percent), but in the other regions it ranged from 42 to 46 percent. 84 to 88 percent of those aware of the process in all regions indicated that the allocation process to the country was fairly or highly transparent. Discussions with 43 country offices produced similar findings.

Finding 8. Countries are generally satisfied with the post-decentralization allocation process and amounts received. They are also able to access redistributed unused funds.

76. In general, FAORs/Assistant FAORs interviewed indicated satisfaction with the TCP country allocations (although many would like to have more amount). While surveys mirrored these findings, they added some flavour to the perspective. In Asia and the Pacific, Near East and North Africa, and Europe and Central Asia, 88 to 92 percent of respondents indicated that they were somewhat satisfied or higher compared to 76 percent in Africa and 70 percent in Latin America and the Caribbean. The proportion of respondents indicating not satisfied in Africa (24 percent), and in Latin America and the Caribbean (30 percent) was higher than in the other three regions (Figure 10). A higher proportion of respondents from the high-income countries (60 percent) and the upper-middle-income countries (29 percent) were likely to be not satisfied with the TCP biennial allocation compared to lower-middle-income countries (8 percent) and low-income countries (18 percent).

Figure 10: Level of satisfaction on the biennial TCP allocation to the country



Note: Europe = Europe and Central Asia; and Near East = Near East and North Africa.
 Source: FAOR survey– TCP evaluation 2020.

⁴² Largely due to smaller amount to a number of upper-middle-income countries and high-income SIDS.
⁴³ Including Haiti (indicative allocation USD 700 000) which is the only low-income country in the Caribbean.
⁴⁴ In some regions, it was not only the criteria but also allocation amounts to other countries in the region.

77. Overall, FAORs reported that there was more consistency and certainty on the allocation to country every biennium, compared to pre-decentralization, which has facilitated planning and discussions in the country and FAOR's ability to work with the government. In general, FAORs were satisfied with the maximum limit of USD 0.5 million per TCP (see paragraph 97 on the size of TCPs). Some FAO staff even remarked that increasing the limit would deter the use of TCPs in a catalytic manner or for leverage and encourage the implementation of stand-alone projects or the procurement of equipment.
78. Also, many FAORs indicated that they did not have unused funds at the end of the biennium, but were able to tap into additional funds when made available by their respective regional offices. This was echoed in the FAOR survey: 74 percent said they did not have unused funds, while 69 percent indicated they were able to get an additional allocation. At the same time, country offices suggested it would be better if the regional offices were able to reallocate the unused funds sufficiently earlier in the biennium rather than at the end.⁴⁵

3.3 EQ 3. At country level, how do TCP project governance and management contribute to operational efficiency and effectiveness?

Finding 9. Project structures prescribed by the FAO Project Cycle, such as the Project Task Force (PTF) and headquarters Technical Officer, are primarily on paper for most TCP projects. The concepts were appreciated, but in practice not perceived as an essential requirement (except in FPMIS) to implement TCP successfully.

79. TCP governance structures, mechanisms and processes are guided by details prescribed in the FAO Project Cycle, including formulation and management of projects. The 2010 TCP Guidelines were updated in 2015 and 2019 and now form an integral part of the Guide to the Project Cycle as Appendix 1. The standards and rules for input composition, and the type and quantity of inputs that can be provided by a TCP project, are detailed in the TCP manual.⁴⁶ Checks and balances of what the TCP can and cannot do are also included.
80. During discussions, it was highlighted that the Project Task Force does not work as prescribed by the Project Cycle. Most country offices and Lead Technical Officers viewed PTF to be a structure mostly on paper⁴⁷ as part of the FPMIS requirement. While many questioned the need for a PTF and its use, in general, for all TCP projects, few said it was a good concept in theory. Overload of Lead Technical Officers (managing several projects) and getting everyone together were seen as key factors affecting the functioning of the PTF. On occasions when PTFs met, it was either during the inception stage and/or ad hoc and in the rare instance when it was a multisectoral project or in smaller regions like Europe and Central Asia where the number of projects is relatively less. The only two active members of a PTF are the Lead Technical Officer and the FAOR/Budget Holder. Some remarked that PTFs could be useful for multisectoral projects. However, it was emphasized that it is important for PTF members (including headquarters technical offices) to

⁴⁵ About 8 percent to 10 percent is approved as over-programming.

⁴⁶ These standards and rules reflect the aim of the TCP to provide technical expertise and sustainable solutions and to build the capacity of project beneficiaries and not provide equipment and other material inputs.

⁴⁷ On paper (or in the system) it indicates Lead Technical Officer, FAOR/Budget holder, headquarters Technical Officer.

understand and be aware of country contexts. Stakeholders remarked that PTF was not a requirement for TCP emergency assistance and TCPF projects (TCP Manual, 2015).

81. The appointment of a headquarters Technical Officer is a Project Cycle requirement to start a TCP project. Again, FAO staff, particularly in the decentralized offices, highlighted that in principle the concept of having a headquarters expert was fine, but it added another layer for small TCP projects. Also, many Lead Technical Officers remarked that it is difficult to talk to the headquarters Technical Officer unless technical support services (TSS) has been agreed. Country offices and the Lead Technical Officers at decentralized office level did not see the value addition of a headquarters Technical Officer to most TCP projects. Nevertheless, it was noted that in some instances, especially in newer areas (such as social protection, cash transfers, biodiversity or renewable energy), a headquarters Technical Officer could add value. Cost, especially for travel, was also cited as another major hindrance, if he/she had to travel to countries in Asia and the Pacific or Latin America and the Caribbean regions.⁴⁸

82. The Lead Technical Officers are the technical leads on the TCP. They provide technical inputs to the preparation of concept notes and project proposals and during implementation. Some Officers indicated that they were sometimes not aware that they were the Lead Technical Officers when a project proposal came for clearance or stumbled across their names against a project in the system. Some said that at times when the country offices did not have the capacity, they had to step in to help with implementation. On the other hand, some country offices remarked that Lead Technical Officers should not get involved in operational and administrative activities. Few Officers also remarked about the need for greater clarity on the roles and responsibilities of Lead Technical Officers and FAORs. It was noted that the Lead Technical Officers in the Subregional Office for the Pacific Islands (SAP) also act as project managers due to lack of adequate personnel and therefore cover technical, administrative and implementation aspects.

83. In general, country offices viewed the process of Lead Technical Officer identification as uncomplicated and did not have many issues. Generally, the Officer is identified at the beginning of the project concept stage. The general process has been the country offices contact their respective subregional and regional office, as applicable, to identify an appropriate Lead Technical Officer. The general tendency is to connect with the closest decentralized office for the Technical Officer and, if not available, go to the next higher level.⁴⁹ In some cases, the country offices are already aware of the Officers' expertise, discuss with them and then formalize it. In the subregional office in the Regional Office for Europe and Central Asia (REU), countries were going to regional offices directly, but this has been clarified to countries to go first to the subregional office and then to the regional office. Certain Lead Technical Officers are preferred sometimes, due to past positive working relationships with the country. It was remarked that personal connection also plays a part, at times in Lead Technical Officers being preferred by countries. Discussions with them revealed that sometimes they are requested by country offices to be a Lead Technical Officer even if it is not their expertise – for example, a Plant Protection Officer as a Lead Technical Officer for a value chain TCP.

⁴⁸ If a headquarters Technical Officer has to travel it takes seven days including travel days but when the Lead Technical Officer is local it takes three-four days, plus the cost of flights are much less.

⁴⁹ First check with subregional offices (where applicable,) and then if not available go to regional office and then to headquarters.

84. Assistant Director-Generals/Regional Representatives, Subregional Coordinators and the FAORs/Assistant FAORs considered knowledge about the region and the country contexts, and speaking the country's official language, a key requirement for the selection of Lead Technical Officers to ensure success of the TCP, as highlighted during discussions. For example, it was difficult to find French-speaking Lead Technical Officers for Haiti in Latin America and the Caribbean region. French-speaking Lead Technical Officers were also reported to be limited in the Near East and North Africa. In Europe and Central Asia, FAO mobility policy has affected the region, as Russian-speaking Lead Technical Officers with knowledge of the region and country context who were transferred have not been appropriately replaced. Unlike in the Regional Office for Latin America and the Caribbean (RLC), where most Lead Technical Officers speak Spanish, many do not speak Russian in the Regional Office for Europe and Central Asia (REU). During discussions, it was highlighted that using TCPs to build/expand Lead Technical Officer expertise should be avoided as it would affect FAO's image and TCP's catalytic effect. It was highlighted that having Officers with appropriate expertise is very crucial.
85. It was noted that while multi-disciplinary or multisectoral TCP projects were encouraged, there was no clear guidance on how it should be designed and/or managed in a meaningful manner. The current approach creates more technical issues than solutions.
86. An analysis of 1 185 TCP development assistance projects (not including TCPF) spread across four biennia indicated that most Lead Technical Officers (more than 80 percent in all regions, except Near East and North Africa region) are in decentralized offices (Table 7). Discussions with Assistant Director-General/Regional Representatives, Subregional Coordinators and FAORs, indicated a general preference for Lead Technical Officers to be within the respective region/subregion. With four subregional offices in the Regional Office for Africa (RAF), 51 percent of the projects had Lead Technical Officers from subregional offices. In the Regional Office for Asia and the Pacific (RAP), 76 percent of the projects had Lead Technical Officers based in the regional office. In most regions, except for the Regional Office for the Near East and North Africa (RNE) (24 percent), less than 20 percent of projects had headquarters-based Lead Technical Officers (only 7 percent in RAP).

Table 7: TCP projects and location of Lead Technical Officers for TCP projects

LTO Location for projects (% of projects)	Africa (RAF)	Asia and the Pacific (RAP)	Europe and Central Asia (REU)	Latin America and the Caribbean (RLC)	Near East and North Africa (RNE)
Subregional Office	244 (51%)	50 (18%)	25 (24%)	76 (33%)	23 (25%)
Regional Office	181 (38%)	213 (76%)	60 (58%)	120 (52%)	44 (48%)
Headquarters	52 (11%)	19 (7%)	18 (17%)	34 (15%)	24 (26%)
Total	479 (100%)	282 (100%)	103 (100%)	230 (100%)	91 (100%)
SRO + RO	89%	93%	83%	85%	74%

Source: Compiled from FAO – FPMIS.⁵⁰

87. Lead Technical Officer overload was not only highlighted in various interviews but also has been noted in numerous FAO documents. Key informants stated that it was common for

⁵⁰ The analysis is based on information available in FPMIS. Lead Technical Officers could have moved and the database may not have been updated.

some Lead Technical Officers to manage more than 20 projects, including TCPs, at any point in time. Overload also meant they were delegating work to project staff and consultants for review and then doing the final sign off. An analysis of 222 Lead Technical Officers who were managing 1 457 projects (707 of which were TCP projects) as of December 2019 revealed that 5 percent of them, each managing 20 projects or more, accounted for 20 percent of all projects. Overall, 20 percent of the Lead Technical Officers managed 50 percent of all the projects, including 40 percent of the TCPs.⁵¹

88. Governance and management have improved with country offices having more human resource capacities.⁵² In some countries, national staff have the experience and capacity to formulate and implement projects. Some of them are familiar with procurement specifications. The recent concept of having Lead Technical Officers based in certain countries was appreciated.
89. However, in general, capacities of country offices were reported as an issue affecting the management and implementation of TCP projects during discussions with several categories of FAO staff. Small country offices have limited staff and may also be affected by staff turnover, which leads to an inexperienced team. This contributes to Lead Technical Officers having to take up additional load on top of the number of projects they are managing.

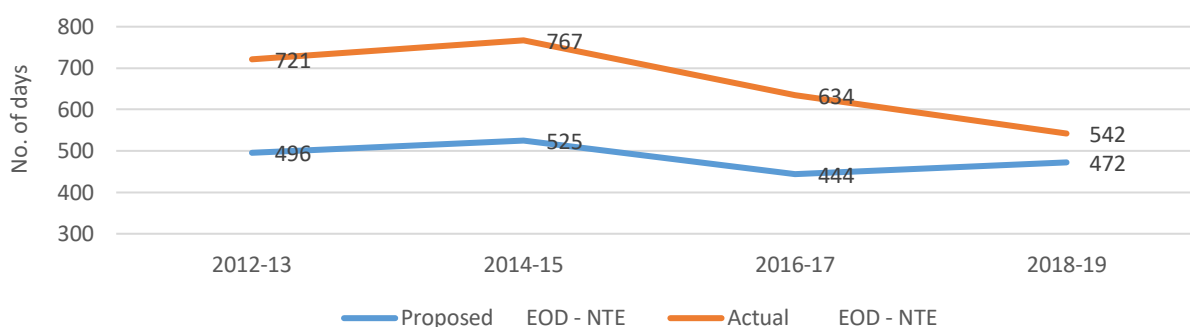
Finding 10. Project implementation days have been decreasing, and the gap between proposed and actual days of implementation has narrowed over time. However, project approvals mostly done at regional offices and closures done at headquarters take a lot of time, affecting TCPs efficiency.

90. In terms of efficiency/timeliness, and delivery, despite the internal process issues, the average project implementation time has shown a declining trend. It was lower by 180 days in 2018-19 compared to the 2012-13 and 2014-15 biennia (Figure 11). It previously took 24 months to implement a project, which is now being completed in 17 months, on average. While the actual duration of the project has always exceeded the proposed number of days, the gap has narrowed significantly over the last two biennia (from 220 days over-run (in 2012-13 and 2014-15) to 180 days (in 2016-17) and 70 days (in 2018-19). Discussions revealed that this was partly due to simplification processes and documentation for TCP project in recent years. It could also be due to the smaller project size (the average budget per projects have declined, as discussed subsequently) and improvements in the quality control of project design.

⁵¹ In order to better manage the Lead Technical Officer's workload, consent of Lead Technical Office's supervisor is recommended in the Regional Office for Africa (RAF). Country offices are also requested to provide an alternate Lead Technical Officer. Review of Officer lists is another process followed in RAF that is being monitored.

⁵² This does not necessarily mean FAOR and staff numbers have increased.

Figure 11: Average TCP project implementation days

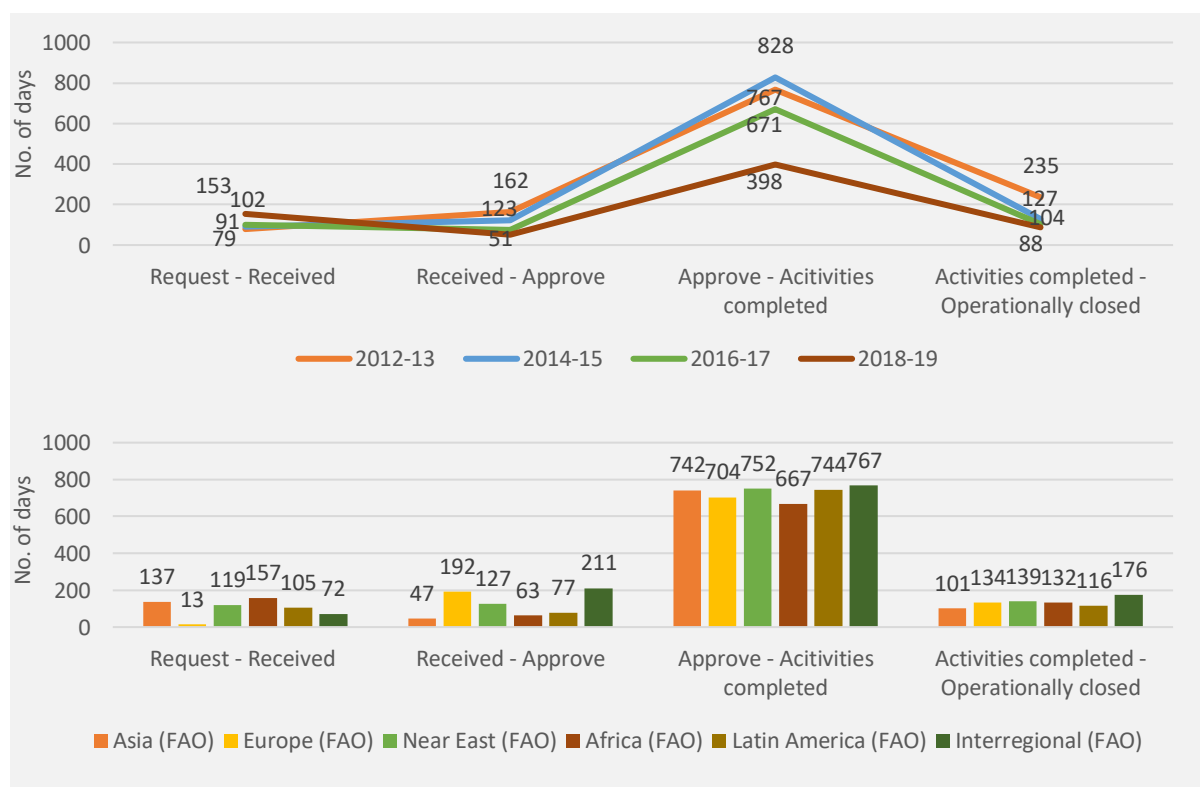


EOD- Entry-on Duty Date; NTE – Not-to Exceed Date.

Source: Compiled from FAO – FPMIS.

91. In discussions with FAORs/Assistant FAORs and Lead Technical Officers, many of them highlighted the start-up delay of three to six months. The evaluation team’s analysis of project duration, broken down into four key phases (request to project proposal received, project proposal received to approval, approval to activities completed, and activities completed to operationally closed) showed an improvement over the four biennia in certain phases, as well as differences among regions. The average time from request to approval (the first two phases) has declined from 240 days (from 2012-13) to 180 days (2018-19). Similarly, average implementation time (approval to completion of activities) has declined from 767 days to 398 days. From the completion of activities to project being closed still takes another 88 days, although this is still an improvement compared to the past (Figure 12).

Figure 12: Trend in average number of processing days by project stage and by region

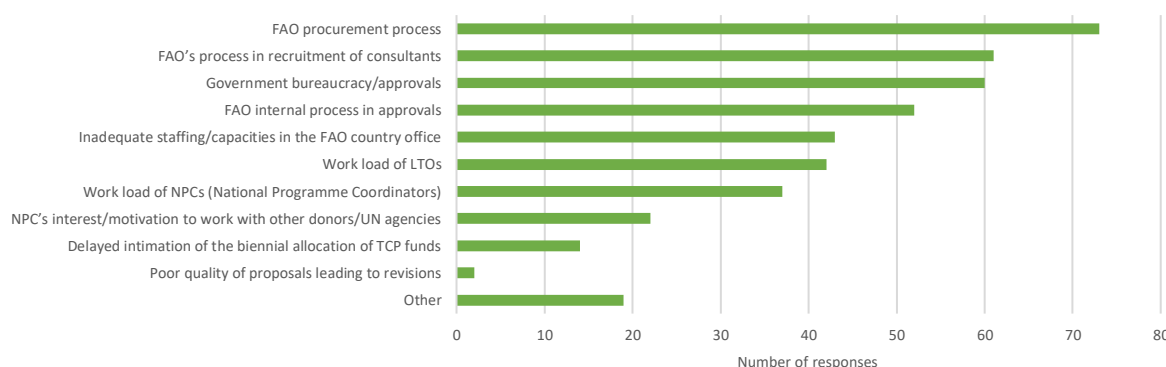


Note: Europe = Europe and Central Asia; and Near East = Near East and North Africa.

Source: Compiled from FAO FPMIS.

92. While Africa, and Asia and the Pacific took a longer time between received and project approval, they took relatively less time (though still an average of 63 and 47 days respectively over the four biennia) to approve, as compared to other regions and interregional projects. Implementation in the regions took an average of 677 days to 767 days. After activities were completed, it took another 101 to 176 days to operationally close the project. It was noted that the operational closure of TCP projects was done at headquarters. Interregional projects took the longest time to implement (767 days) and to get operationally closed (176 days).
93. Key reasons highlighted during interviews, for the delays in TCP project implementation, included procurement and recruitment delays due to FAO procedures, government bureaucracy, change of government or key officials (including ministers), the appointment of National Project Coordinators and their capacities, and lack of country office capacity. Interviews also mentioned poor quality of proposals which required multiple revisions and delays in intimation of biennial allocation, as well as numerous steps in the internal process for the delay in starting projects. However, discussions with regional offices and headquarters suggested that TCP appropriations for regions were indicated by the end of December (before the start of the biennium), and the regional office can have the country allocations by mid-February at the latest (although currently, this could run into March or beyond). It was noted that if countries had proposals ready, they could be submitted for approval, as allocations to countries do not vary much between biennia (rather than waiting for official letters of allocation). The FAOR survey results echoed similar views (Figure 13).

Figure 13: Reasons for delays in implementing TCP projects within the time frame



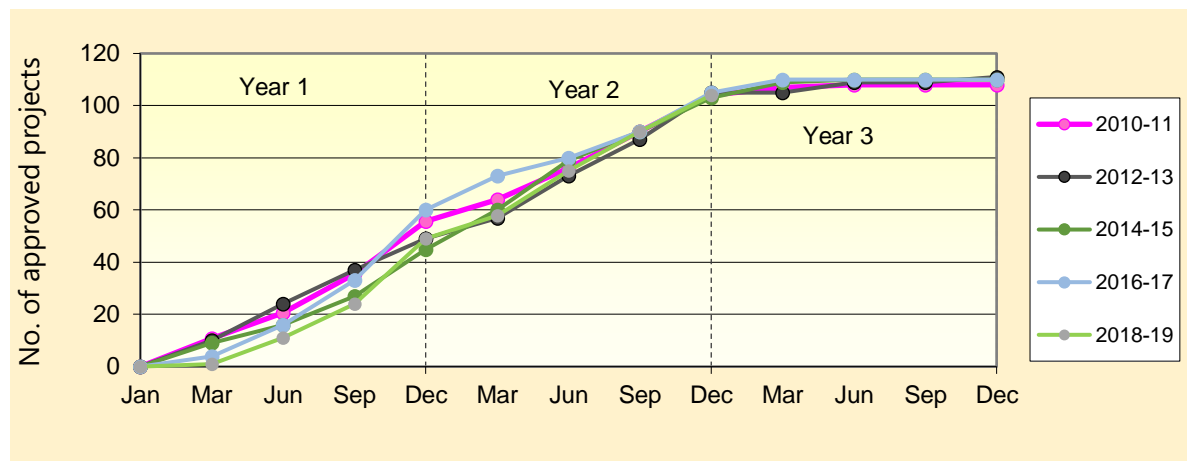
Source: FAOR survey – TCP evaluation 2020.

Finding 11. Start-up delays and FAO bureaucratic processes, especially in the recruitment of consultants and procurement, leads to low delivery in the first year of the biennium.

94. In recent years, a list of projects long overdue for closure has been reported to FAO Senior Management. A review of the end-December 2019 report indicated that 40 percent (59) of the 149 projects were TCP projects. Of these TCPs, 58 percent were from Africa, 20 percent from Latin America and the Caribbean, and 14 percent from Asia and the Pacific regions. The reasons for long delays in TCP projects were absence of terminal reports (36 percent), low delivery (34 percent), delays in operational closure (22 percent) and over-spending (8 percent) (Field Programme Support Network (FPSN) Monitoring Quarterly Analysis, 04–30 December 2019).

95. None of the regions have managed to achieve 70 percent approvals during the first year of the biennium⁵³ in the past four biennia. An internal review found that approvals stood at 50 percent for all the past biennia (Figure 14). This also contributes to lag time in starting new projects in any biennium.

Figure 14: TCP approvals globally by biennia



Source: FAO – Technical Cooperation Unit.

96. While there is a push to achieve 70 percent of the funds approved by the end of year 1 from regional offices, country offices do not view this as realistic due to various practical reasons on the ground, including: lead time in approvals, start-up delays, elections, government/minister changes, and deadlines for large proposals (Global Environment Facility, GEF; or Green Climate Fund, GCF), in addition to trying to complete the carry-over projects of the previous biennium in the first year of the new biennium. It was noted during discussions that some of the countries have exceeded 70 percent in approvals during 2020 due to the urgency of COVID-19, which is not normally the case in the first six months.

Finding 12. TCP project budgets have reduced, and more TCP projects are being done.

97. Over the last four biennia, there has been an increasing trend in the number of TCP projects, partly due to marginally increased TCP appropriation but mainly due to decrease in size (USD amount) of the project (TCPs including TCPFs), from USD 244 966 in 2012-13 to USD 193 268 in 2018-19. While budget per project for emergency TCPs has increased, the budget per TCP development and TCPF projects has declined over the 4 biennia (see Appendix 5 for details).⁵⁴ The reduction in average project budget in 2018-19 (*vis-à-vis* 2012-13) varied from region to region, from less than 20 percent for Africa, and Asia and the Pacific, to about 35 percent for Latin America and the Caribbean, and Europe and Central Asia.⁵⁵ While for the Near East and North Africa, it remained almost constant with a marginal increase. Similarly, while the reduction in average project budget compared to

⁵³ “encourage that up to 70 percent of regional allocation be committed to approved projects during the first year of the biennium.” Guide to Project Cycle Appendix I - TCP February 2019, p3 (internal document).

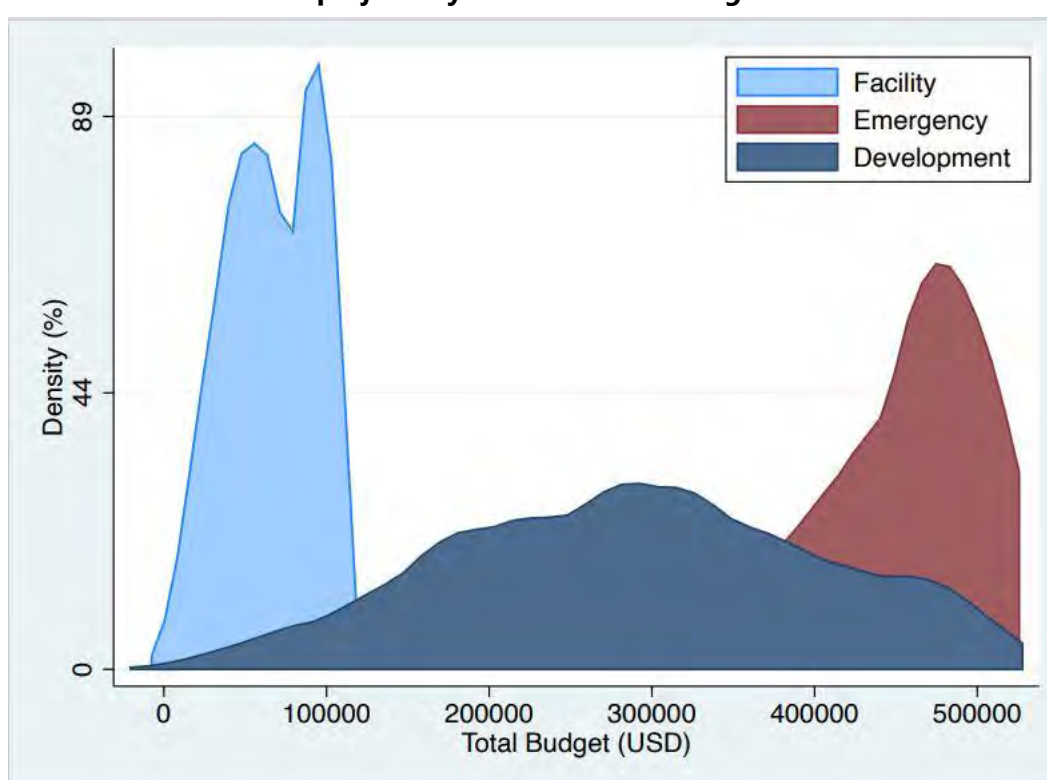
⁵⁴ Since 2016, each TCPF is an individual project (USD 100 000 or below) rather than a component under a single umbrella project in each country.

⁵⁵ Latin America and the Caribbean and Europe and Central Asia had smaller average budget per project in 2012-13 and in 2018-19 as compared other regions and global average. It was lower than USD 145 000 in 2018-19 biennium (see Appendix 5 for trend and details). It was noted that the Regional Office for Latin America and the Caribbean (RLC) in 2020 has introduced a programmatic approach to increase the size of TCP projects (projects to have at least two components from the Work Plan).

2012-13 for low-income countries was 10 percent and lower-middle-income countries was 21 percent, the decline was 29 percent or more for upper-middle-income and high-income countries.

98. In terms of the number of projects, there were 38 percent or more projects in low-income countries in 2018-19 as compared to 2012-13. However, both in lower- and upper-middle-income countries, the increase in the number of projects was more than 80 percent during the same period (see to Appendix 5 for more details).⁵⁶ Figure 15 depicts the distribution of the size of projects under various TCP modalities. Furthermore, it was noted during discussions that smaller project size was also due to de-risking at country level and having more focused projects to ensure catalytic effect while meeting the increased demand of critical needs for technical assistance with limited allocations.

Figure 15: Distribution of TCP projects by modalities and budget



Source: Compiled from FAO - FPMIS

Finding 13. FAO's Project Cycle Management (PCM), which is size neutral, makes TCP process-intensive, thereby increasing the transaction cost.

99. It was highlighted that the Project Cycle Management is size neutral. It has the same process and procedures for all types/sizes of projects. As TCP is small (and has gotten smaller), it makes the process heavy thereby increasing the transaction cost involved. While the process has been simplified, since decentralization, TCP projects still have to undergo

⁵⁶ It must be noted that during the last decade the number of low-income countries has decreased and there are more of middle-income and high-income countries. See discussions in section 2.1.

similar administrative, operational and technical activities as for larger or extra-budgetary projects.⁵⁷ Discussions with headquarters revealed that PCM could be tailored further.⁵⁸

100. Despite the relatively higher transaction costs, internal and external stakeholders consider TCPs to be more efficient than other FAO projects (trust fund and extra-budgetary projects), in terms of the number of activities that TCP projects are able to undertake within a limited budget. The costs are primarily associated with staff member time, in addition to fixed administrative charges of FAO.⁵⁹ The Technical Support Service charged in TCP projects is a fixed amount and is lower compared to extra-budgetary projects.⁶⁰ However, country offices and Lead Technical Officers were not sure about the rationale for the cost of finalization of the terminal report, USD 2 600,⁶¹ charged by headquarters to TCP projects when the final terminal report is prepared largely by the country offices/consultants in the country and/or Lead Technical Officers.⁶²
101. Discussions highlighted the need for simpler processes and procedures. While checks and balances are essential, this should not slow down TCP projects, which are meeting the critical need. For example, is there a need for a concept note and a project proposal? Also, does the issue have to do more with the quality of the project than going through procedures? Currently, once the concept note is submitted, it has to go through a three-step clearance, in addition to the clearance from the Formulator. First, the Assistant Director General/Regional Representative has to clear political sensitivity (while in reality, FAOR should know best about the country).⁶³ Most of the time, this clearance is delegated, and cleared. Second, the Strategic Objective focal point in the regional office has to clear ("push the button") to make it active (many felt this can be done at the project proposal stage). Third, the environmental and social risk screening is important and has to be cleared by the Lead Technical Officer; however, many suggested that it could be done in tandem with the project proposal, thereby avoiding additional clearance. Country offices noted that the emergency TCP approval process was more efficient.
102. Since decentralization, there has been some procedural simplification, with clear, updated guidelines (revised twice), some flexibility and improved quality. Discussions highlighted that while these incremental changes were good, there is a need for fundamental change in procedures and processes.

⁵⁷ AUD 1319 (internal document) – Chart 7 Common project activities applicable to TCP project and extra-budgetary projects. Out of 19 activities only 4 were not applicable to TCPs. Three of them were related to financial and technical report preparation.

⁵⁸ Discussions highlighted that TCP rules are set by FAO and its Governing bodies and FAO has the freedom to propose changes. However, not all changes have to go to Programme Committee or Finance Committee.

⁵⁹ Mandatory Project Service Cost (PSC) of 7 percent of total net budget and a maximum of 5 percent of the total budget (excluding PSC) for General Operations Expenses (GOE).

⁶⁰ Full cost-recovery is considered not feasible nor reasonable given that TCP is funded by FAO's Regular Programme and Article 1 (3a) of the FAO Constitution states that "it shall be the function of the Organization.....to furnish such technical assistance as governments may request". See FAO (2017b), p3.

⁶¹ This amount pertains to 2019. The amount increases by approximately USD 50 every year and is calculated based on the expected project end-date. In 2000, it will be USD 2 650.

⁶² Final terminal report submission by respective decentralized offices is one of main requirements for project closure at the headquarters.

⁶³ It was noted during the finalization of the report that as of August 2020 simplifications, only the environmental and social clearance and AD/RR clearance remains. The Evaluation Team has not seen the new guidelines or note.

Finding 14. Monitoring is focused on budget utilization and project delivery. There is no institutionalized mechanism in FAO to monitor and report on outcomes, and the impact of the TCP project in a systematic manner. This includes not capturing best practices and lessons learned. There is no systematic follow-up after a TCP project is closed.

103. One of the biggest governance and management issues is the lack of results monitoring and follow-up after TCP project closure. FAO does not have an institutionalized system or mechanism.⁶⁴ The FPMIS is FAO's corporate information system and the main repository for project management data (including TCPs).⁶⁵
104. The monitoring mechanism is largely focussed on budget utilization and project delivery. There are no mandatory progress reports to be prepared for TCP projects, other than the terminal report. According to the 2019 TCP Guidelines, monitoring of the work plan implementation through FPMIS is not mandatory.⁶⁶ Most terminal reports reviewed for this evaluation, reported mainly on activities completed, the number of people trained, or documents produced. Many did not compare outputs achieved with baseline or targets. While the quality of recent terminal reports shows better reporting against indicators, baseline and targets, this was not the case for most of the past terminal reports of TCP projects over the last four biennia.
105. Outcomes may take time beyond the 24 months project duration, to become apparent; however, FAO has no mechanism to capture outcomes in a systematic manner and consolidate periodically at country, regional or global level, after the TCP project is completed. While this a general flaw of the project approach (vs the programmatic approach), the TCP is particularly affected due to the short duration of the projects, as outcomes generally materialize after project end. Many interviewees highlighted the general tendency of "open and close" projects. After projects end there is no follow-up. Many TCP outcomes or impacts captured (including in CPEs)⁶⁷ are more likely to be based on anecdotal evidence than on any systematic outcome or impact assessments.
106. The evaluation team's review of documents and discussions highlighted that the issue of monitoring is also linked to the poor quality of the logical framework and inadequate and varied understanding of results-based-management among FAO country staff, Lead Technical Officers and consultants. While FAO's logical framework guidelines have not been updated since 2010, there is a need for TCP-specific guidance on developing a logical framework that is closely aligned with FAO programmatic offerings to achieve the SDGs.
107. Discussions with FAO staff at various levels stressed the need to ensure adequate capacity for monitoring and reporting in addition to the development of appropriate monitoring tools, guidance, training and ongoing support. The Regional Office for Latin America and

⁶⁴ It was noted that plan to develop a new system PROMYS has been shelved. However, discussions revealed that there is scope to improve the FPMIS as results monitoring tool.

⁶⁵ Currently managed by Office of Strategy, Planning and Resources Management (OSP).

⁶⁶ However, it considers proactive management for results and effective implementation of work plan and budget important for TCP projects. There are no mandatory progress reports other than the Terminal Report. (TCP guidelines 2019, p21 – internal document).

⁶⁷ The extent of TCP outcomes reported varies from CPE to CPEs. In reviewing 36 CPEs for this evaluation it was noted that about a little over one-third of them reported on more than five TCPs with analysis on performance and results or even having a separate sub-section. Less than a quarter of them provided evidence on less than five TCPs. The rest of the CPEs -about 42 percent- either just mentioned project titles and codes without any analysis of results or did not mention it all.

the Caribbean (RLC) is developing an online course on logical framework for its region; TCP Officer of the Regional Office for Asia and the Pacific (RAP) had conducted training on the logical framework at the country level during visits.

108. It was also highlighted in discussions that FAO currently has no provision or modus operandi for self-evaluations (by project teams) or *ex post* evaluations of projects at decentralized levels.⁶⁸

Finding 15. FAO has no mechanism to systematically assess the effectiveness of TCP, periodically, except when CPEs are conducted. A catalytic effect is fundamental to the effectiveness of TCPs but is not an explicit TCP criterion and, until recently, not even defined by FAO.

109. As mentioned, FAO does not systematically assess effectiveness of TCP projects, except for some covered by CPEs. To be effective, TCPs need to have a catalytic effect – be it monetary or non-monetary. In many cases, the policy document is developed but not implemented, while the capacities developed may not be institutionalized or trickled down. Similarly, the introduction of new or improved practices to few farmers or in one or two communities, if not scaled-up or replicated beyond those direct beneficiaries, cannot have a catalytic effect. Effectiveness is also affected when regional TCPs are thinly stretched across too many countries (trying to implement a USD 1 million project for USD 0.5 million).
110. Discussions highlighted that TCPs are value for money. However, this is on a scale, and there is a lot of potential to do better. The important thing is to ensure that TCPs are consistent and systematic to be a good fit for achieving SDGs. Value is evident from the continued demand from the country, as the TCP has proved to be a reliable and flexible tool.
111. Discussions with the emergency team and SP 5 team lead indicated that anticipatory action is value for money, and every USD 1 spent could lead to benefits of USD 3-USD 16. The discussion also stressed the importance of timeliness – for example, a three-week delay in Kenya would have meant an investment drop from 1:8 to 1:3. Although emergency TCPs are quicker than development assistance TCPs, FAO bureaucracy affects the speed of the response.

3.4 EQ 4. How instrumental have TCP projects been in achieving catalytic effects and to what extent have they contributed to sustainable impacts?

112. The concept of catalytic effect was originally embedded in the TCP criterion for sustainable impact. It was only in November 2019 that FAO produced a document categorizing the catalytic effect for the first time.⁶⁹ There has recently been a push towards projects with a catalytic effect in some regions, but it is too early to assess the outcomes of such changes.

⁶⁸ It was noted that FAO is considering decentralized evaluations (at RO and CO level) with support from the Office of Evaluation (OED). Currently, OED is allocated 0.5 percent of the TCP appropriation for the evaluation of TCP projects each biennium. It was also noted that RLC is developing self-evaluation for project in 2020.

⁶⁹ CL 163/5 Information Note 1 – November 2019 (internal document) – Technical Cooperation Programme. While the document categorizes the catalytic effects, it does not explain each category.

The evaluation team was guided by the FAO document defining the catalytic effect, in the analysis of this section, which includes the following categories:

- i. improvements in farming practices adopted by more farmers/smallholders
 - ii. policy/legal/regulatory changes that facilitate the development
 - iii. strengthened institutional capacities
 - iv. improved market efficiency and/or access to new markets
 - v. resource mobilization and bigger initiatives
 - vi. timely meeting of critical gaps (in emergency response)
113. The evaluation team collected 272 examples from 83 countries with catalytic effect (see Annex 1 for full details). Below are key findings for each category, including a few examples as highlights. These are based on evidence gathered during interviews with FAO staff at various levels, surveys, review of documents and case studies. This section also includes an overall assessment of investment leveraged for the Member Countries by a sample of countries, and of the TCP's sustainable impact. An analysis of factors enabling and/or limiting catalytic results is provided in section 3.5.

Improvements in farming practices adopted by more farmers/smallholders

Finding 16. Some of the TCPs that have provided assistance for improving farming practices have scaled-up/replicated due to government support through agricultural extension system and budget and/or through donor funding and/or financing by international financial institutions.

114. Some TCPs have focused on improving farming practices. Many are limited to a small area and/or benefit a small number of smallholders. While some are reported to have been successfully completed, appreciated by both beneficiaries and the government, with activities continuing in the limited area or by few farmers, they often do not get scaled-up or replicated.⁷⁰ The reasons include lack of follow-up from FAO and also because the TCP was envisaged as a stand-alone project.⁷¹ However, some of them have contributed to improvements in farming practices that have been adopted by a larger number of farmers and smallholders. The evaluation team found successful examples in 20 countries:
- i. Seed production was augmented in Azerbaijan (TCP/AZE/3302), Democratic People's Republic of Korea (TCP/DRK/3502, TCP/DRK/3403), Ghana (TCP/GHA/3607), and Sudan (TCP/SUD/3405) in addition to scaling-up of tissue culture in Eritrea (TCP/ERI/3503) and improved planting material in Armenia (TCP/ARM/3601).
 - ii. Irrigation facilities were improved in Armenia (TCP/ARM/3502, TCP/ARM/3503), Bangladesh (TCP/BGD/3407) and Tajikistan (TCP/TAJ/3503).
 - iii. Integrated pest management was enhanced in China (TCP/CPR/3608), Republic of Moldova (TCP/MOL/3504) and Zimbabwe (TCP/ZIM/3403).
 - iv. Urban horticulture and school gardens were promoted in Bangladesh (TCP/BGD/3503), Plurinational State of Bolivia (TCP/BOL/3606), Cambodia (TCP/CMB/3506), Haiti (TCP/HAI/3603), and Lao People's Democratic Republic (TCP/LAO/3503).

⁷⁰ It is important to differentiate between scale-up and replication in large countries (in many regions) and small countries in Europe and Central Asia region and SIDS.

⁷¹ 'An NGO-type development project' – as remarked by some FAO staff and management

- v. Post-harvest management was improved in Eritrea (TCP/ERI/3705), Kenya (TCP/KEN/3402) and Zimbabwe (TCP/ZIM/3402).
- vi. Others examples include improved soil and water management in Seychelles (TCP/SEY/3503), increasing income of pulse and millet farmers in India (TCP/IND/3606/C4 and TCP/IND/3701/C1), improved plant genetic material in Georgia (TCP/RER/3604) and Republic of Moldova (TCP/MO/3504), and pedigree improvement in dairy cattle and buffalo in Sri Lanka (TCP/SRL/3204).

Policy, legal and regulatory changes that facilitate development

Finding 17. TCPs have provided technical assistance to formulate and update policies, laws, regulations and strategies and, in some instances, have contributed to and facilitated changes to further positive development activities and investments.

115. Policy development is a key utility of TCP. This includes the development/updating of law, regulations, strategic plans, among others. Policy approvals may take time. As well, if approved policy/law/regulation is neither implemented nor backed by national budget (or with support from development partners), the intended development changes are unlikely to materialize. In some contexts, it may be difficult to trigger policy change and see the outcome or catalytic effect due to the complex context (such as in Yemen). In some instances, TCP supported policies, laws, regulatory changes, and strategy/strategic plans have contributed to further development activities/investments. The evaluation found successful examples in 20 countries.
- i. Policies, strategies or plans (on agriculture/e-agriculture, agricultural mechanization, fisheries and livestock) led to/attracted investments or grants from governments/donors in Afghanistan (TCP/AFG/3603/C2), Cambodia (TCP/CMB/3608), Chad (TCP/CHD/3602), Ghana (TCP/GHA/3605), Mongolia (TCP/MON/3704), North Macedonia (TCP/MCD/3403), Paraguay (TCP/PAR/3607/C4 and TCP/PAR/3707), Rwanda (TCP/RWA/3605), Sudan (TCP/SUD/3607/C5) and Timor-Leste (TCP/TIM/3604/C3 and TCP/TIM/3701).
 - ii. Updated policies led to the development of implementation plans and/or further activities in Bhutan (TCP/BHU/3503), Fiji (TCP/FIJ/3401) and Guyana (TCP/GUY/3401). Moreover, new policies on gender and rural women led to the creation of a new ministry in Paraguay (TCP/PAR/3501 and TCP/PAR/3503).
 - iii. Changes in laws enhanced the enabling environment for family farming, agricultural cooperatives, tourism and delisting from the group of “warned” countries in the Plurinational State of Bolivia (TCP/BOL/3403 and TCP/BOL/3503), Egypt (TCP/EGY/3503), Thailand (TCP/THA/3501) and Seychelles (TCP/SEY/3703/C1).

Box 1: TCP’s role in promoting better land policies

FAO has used TCPs to guide countries in developing land policies guided by the principles of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests (VGGT). For example, in the Philippines, mainstreaming of VGGT and strengthening the capacity of government led the government agency to develop a land valuation framework that is still used as a reference document. The development of land policy to implement rural land tenure recommendations in Niger (TCP/NER/3706/C3) is expected to be scaled-up with European Union funding. In Sierra Leone, TCP/SIL/3602 was instrumental in sustaining the implementation of VGGT at the national and district level by bridging the time gap between two funding cycles of Germany. The TCP also complemented the funding from the United Kingdom’s Department for International Development (DFID).

Strengthened institutional capacities

Finding 18. TCPs have been instrumental in strengthening national coordination mechanisms and/or inter-ministerial collaboration, national capacity in pest and disease control, information systems, national agricultural extension systems, and statistical capacity and institutions beyond ministry of agriculture. Strengthened institutional capacities have attracted donor/government investments/grants for sustainability and continuity. However, in several instances, capacity development has not been institutionalized due to a lack of follow-up.

116. Capacity development is a key utility of TCP and is integral to many projects. TCPs have been used to strengthen the capacity of institutions at the country, subregional and regional levels. The main issue is that once the capacity development activities have been completed, there is no follow-up from FAO to assess how these capacities have been put into effect and how they have been institutionalized with resources (human and financial). Nevertheless, TCPs (with or without FAO follow-up) have contributed to strengthened institutions and systems, due to donor funding and/or government budget in some instances. The evaluation found successful examples in 46 countries including:
- i. National coordination mechanisms and inter-ministerial collaborations have been strengthened in Rwanda (TCP/RWA/3606/C4), Afghanistan (TCP/AFG/3703), Plurinational State of Bolivia (TCP/BOL/3404), Bangladesh (TCP/BGD/3705 and TCP/BGD/3401), Eritrea (TCP/ERI/3610), Ghana (TCP/GHA/3402), Lebanon (TCP/LEB/3503), the Philippines (TCP/PHI/3606/C2) and Trinidad and Tobago (TCP/TRI/3401).
 - ii. National capacities in pest and disease control were improved in Eritrea (TCP/ERI/3604, TCP/ERI/3607 and TCP/ERI/3610), Georgia (TCP/GEO/3602), Kyrgyzstan (TCP/KYR/3305), Sudan (TCP/SUD/3401) and Zimbabwe (TCP/ZIM/3403).
 - iii. National information systems on food security, soil and forest data, farmers registry/e-voucher management and monitoring developed are being used in Afghanistan (TCP/AFG/3601), Cambodia (TCP/CMB/3602), Chad (TCP/CHD/3403), China (TCP/CPR/3303), El Salvador (TCP/ELS/3403), Ethiopia (TCP/ETH/3403), Lesotho (TCP/LES/3701), Paraguay (TCP/PAR/3607/C4), the Philippines (TCP/PHI/3602, TCP/PHI/3606/C2 and TCP/PHI/3601), Sudan (TCP/SUD/3601) and Yemen (TCP/YEM/3402).
 - iv. National agricultural extension systems were enhanced and capacities institutionalized in Ghana (TCP/GHA/3607), the Philippines (TCP/PHI/3402) and Tunisia (TCP/TUN/3302 and TCP/TUN/3704).
 - v. Existing curriculums have been revised and new ones introduced have been adopted in Bangladesh (TCP/BGD/3604), Cambodia (TCP/CMB/3505) and Tajikistan (TCP/TAJ/3402).
 - vi. TCPs have strengthened institutions beyond the Ministry of Agriculture in Armenia (TCP/ARM/3705), Bangladesh (TCP/BGD/3701/C1), Kenya (TCP/KEN/3401) and Rwanda (TCP/RWA/3404).

Box 2: TCP's role in strengthening statistical capacity

Strengthening the statistical capacity of a country to conduct an agricultural census has been one of the key areas of technical assistance through TCPs. Over the last four biennia (2012-13 to 2018-19), 50 TCPs (including TCPFs) were approved (valued at USD 10.14 million) to support agricultural censuses in countries across all regions. Seventy-four percent of them have been for low-income and lower-middle-income countries. Technical assistance included developing of tools and sampling strategies, establishing a master sampling framework, training, computation and tabulation, and publishing data. It has helped several countries to improve the quality of their data for informed decision-making in the sector, including development of strategies/plans (e.g., in Armenia the agricultural census data, done for the first time, was used to develop the Agriculture and Rural Development Strategy 2019–2023). In recent years, TCP assistance on agriculture census in various countries has ensured integration of relevant SDG indicators and also in adhering to the World Census 2020 methodology and standards/definitions. Other highlights include:

- TCPs have ensured that countries could produce their first-ever agricultural census (e.g. Armenia, Cambodia, Eritrea, Papua New Guinea and Timor-Leste).
- Fiji, Samoa and Niue used computer-assisted personal interviewing (CAPI) for the first time. Botswana will soon follow.
- TCPs have helped countries to address gender issues through collection of disaggregated data (e.g. Bangladesh, Bhutan, Cambodia, Dominican Republic, Ghana and Peru).
- TCP support facilitates countries to attract donor funding to complement government resources (e.g. in Cambodia, Côte d'Ivoire, Fiji, Madagascar, Paraguay and Tunisia; a total of USD 50.7 million was attracted).

Improved market efficiency and/or access to new markets

Finding 19. TCPs have facilitated the development of value chains, youth entrepreneurship and enterprises, and women's cooperatives addressing market issues in few countries across all regions and income categories of countries.

117. TCPs are increasingly being used to address value chain issues and gaps. This has improved market efficiency and reduced barriers to market access. It was noted that these TCPs tend to address value chain or market issues more at the input-end (at the lower end of the value chain) rather than at the upper end. However, it was seen to be an evolving area of interest (both for the governments and the Lead Technical Officers).⁷² The evaluation found successful examples in 19 countries including:

- i. Value chains for several products (grains, dairy, fruits and vegetables, fish, livestock, camel meat and dairy, beekeeping, date palm, olive, and non-wood forest products) were improved in Algeria (TCP/ALG/3701), Armenia (TCP/ARM/3504), Cambodia, (TCP/CMB/3504), Chad (TCP/CHD/3603), China (TCP/CPR/3403), Egypt (TCP/EGY/3604), Guinea (TCP/GUI/3503), Haiti, (TCP/HAI/3502), Kyrgyzstan (TCP/KYR/3404), Rwanda (TCP/RWA/3603/C2 and TCP/RWA/3502) and Seychelles (TCP/SEY/3502).
- ii. Unconventional, local, affordable and accessible feed for livestock was enhanced in Bangladesh (TCP/BGD/3607), Burundi (TCP/BDI/3601), Gabon (TCP/GAB/3504) and the Philippines (TCP/PHI/3404).
- iii. TCPs helped women and youth gain access and linkages to markets in Rwanda (TCP/RWA/3601/C1) and Sierra Leone (TCP/SIL/3503).

⁷² This does not mean that FAO has adequate and appropriate expertise in this regard, but it is an area of interest for Lead Technical Officers.

- iv. TCPs also facilitated to improve public procurement systems in Guatemala (TCP/GUA/3402), create an accessible market price system for consumers, producers, processors and exporters (TCP/GUY/3402), and develop an agricultural insurance product with private insurer and distributing it during the hurricane (TCP/SLC/3704).

Resource mobilization and bigger initiatives

118. Several TCPs and TCPFs have led to resource mobilization, grants and investments for larger initiatives in the countries. The examples provided in this subsection do not include examples of resources mobilization mentioned earlier in section 3.

Finding 20. TCPs have co-financed and/or been instrumental in leveraging European Union projects in all regions and in low- and middle-income countries; however, it is more likely in countries in Africa region and/or low-income and lower-middle-income countries.

119. Examples of 21 TCP projects in 16 countries that have co-funded or leveraged **European Union projects** – USD 430 million (presented by country income category) include (see Table 8):

Table 8: Examples of co-financed or leveraged European Union projects

Category	Examples
Low-income	<ul style="list-style-type: none"> • In Afghanistan, the harmonization and finalization of land cover mapping and approaches and the development of a land cover atlas (TCP/AFG/3501) led to a USD 2.7 million European Union-funded project. Additionally, the formulation of project documents for the development of agricultural monitoring systems, including the National Agro-Ecological Zoning (NAEZ) with geo-spatial technology (TCP/AFG/3602/C1), led to funding of USD 2.65 million from the European Union. • In Tajikistan, improving the capacity and monitoring system of GMOs (TCP/TAJ/3702/C2) was part of a larger USD 5 million European Union project, as a co-finance by FAO. • In Ethiopia, support for agro-commodities procurement zones and agro-industrial parks (TCP/ETH/3703/C2) has attracted project preparation funding of USD 0.4 million from the European Union, and Italy funding of USD 4 million to FAO and providing a soft loan of USD 2 million to the Government. • In Mozambique, TCP/MOZ/3403 was developed to comply with requirements for co-funding a five-year trust fund project financed by the European Union (USD 32 million) (FAO, 2019). Also, TCP/MOZ/3704, contributed to the European Union-funded USD 32.3 million PROMOVE project.
Category	Examples
Lower-middle-income	<ul style="list-style-type: none"> • In Cabo Verde, TCP/CVI/3702 was used to co-finance a USD 5 million European Union project to strengthen the adaptive capacity and resilience of the forest sector. • In Kenya, TCP/KEN3705 co-financed a USD 12 million European Union project on land governance (FAO, 2018). • In Zimbabwe, TCP/ZIM/3502 provided capacity development assistance to the Ministry of Agriculture and to farmers to control animal diseases. It attracted USD 9.2 million funding from the European Union for a larger project (Ministry of Agriculture, Mechanization and Irrigation Development, MAMID). TCP/ZIM/3704 to strengthen animal health system is co-funding a USD 4 million European Union project. • In Tunisia, TCP/TUN/3702/C1 provided support for phytosanitary and veterinary control services and this has led to an extra-budgetary USD 6.7 million European Union project on control of services for animal and plant products, currently being implemented by FAO.⁷³ • In Cambodia, TCP/CMB/3606/C3 prepared the USD 130 million European Union-funded CAPFISH-Capture programme. FAO and the United Nations Industrial Development Organization (UNIDO) received USD 20 million of this for technical assistance and implementation support. • In Myanmar, TCP/MYA/3401 promoting market access for fish and fishery products, succeeded in mobilizing a USD 12.5 million European Union project implemented through GIZ (FAO, 2017c). Additionally, TCP/MYA/3705 provided technical support to develop strategic tools for planning agricultural diversification and dietary improvement and attracted USD 12 million in European Union funding (for the Enhancing Rural Nutrition Project). • In Honduras, TCP/HON/3606 on family farming led to USD 1.6 million in European Union funding.
Upper-middle-income	<ul style="list-style-type: none"> • In North Macedonia, support for the formulation and implementation of a national land consolidation programme (TCP/MCD/3502) led to a USD 2.5 million EU-funded project implemented by FAO and co-funded through TCP/MCD/3603/C2. • TCP/CUB/3703/C3 enabled Cuba to access USD 6.8 million from the European Union, for the first time in the history of FAO assistance to the country. • A TCP in Suriname, with the help of the FAO Investment Centre (CFI), was able to mobilize USD 15 million from the European Union. The project is implemented by FAO.

Source: Compiled from interviews, surveys and document reviews (including internal documents) – TCP evaluation 2020.

⁷³ Tunisia case study – TCP evaluation 2020 (internal document).

Finding 21. FAO has used TCPs to prepare proposals to access Global Environment Facility funding in all regions and in low- and middle-income countries. Countries in Latin America and the Caribbean, Asia and the Pacific and Africa regions, and lower- and upper-middle-income countries have been more successful in accessing GEF funding.

120. Several countries have used TCPFs or TCP to develop proposals and access GEF funding. Country offices reported that the TCP mechanism had been instrumental in FAO breaking into this domain, which was once the forte of United Nations Development Programme (UNDP). Table 9 presents examples from 18 country offices tapping into the GEF funding.

Table 9: Examples of country offices accessing GEF funding due to TCPs

Category	Examples
Low-income	<ul style="list-style-type: none"> Multiple TCPFs have led to several GEF projects in Afghanistan – USD 1.7 million (GEF 5), USD 10 million (GEF 6), and USD 6 million (GEF 7). The GEF projects were on reducing greenhouse gas emissions by promoting community forestry, removing barriers to sustainable biomass energy and community-based sustainable land and forest management. In Guinea, TCP/GUI/3702 contributed to mobilizing an estimated USD 7 million from GEF (FAO, 2019). TCP/MAG/3302 led to USD 8.2 million in GEF funding in Madagascar for the restoration of landscapes and forests. In Togo, TCP/TOG/3501/C1 led to the formulation of a USD 8.9 million GEF project.
Lower-middle-income	<ul style="list-style-type: none"> In Cambodia, TCP/CMB/3501 formulated the proposal for a USD 14 million GEF project for the sustainable management, rehabilitation and restoration of mangroves in the context of climate change. In India, TCPFs have helped to access GEF funding in different cycles – USD 1 million (GEF 5), USD 33.5 million (GEF 6)⁷⁴ and USD 22.5 million (GEF 7). In Myanmar, TCP/MYA/3703/C3 led to the approval of a USD 10 million GEF project In Lesotho, TCP/LES/3203 led to GEF funding of USD 3.6 million. In Sao Tome and Principe, lessons from TCPs, including agro-sylvo-pastoral integration and small and micro-agricultural exploitations (TCP/STP/3501) led to a USD 4.6 million GEF project for the country, as part of the ten-country funding of Project Tree. In Zambia, TCP/ZAM/3601 contributed to develop a USD 7 million GEF project. In Nicaragua, TCP/NIC/3708 attracted GEF funding of USD 5.8 million for strengthening the resilience of multiple-use protected areas, and USD 4.4 million for resilient landscape management, and USD 0.8 million to update to the United Nations Framework Convention on Climate Change (UNFCCC).
Upper-middle-income	<ul style="list-style-type: none"> Namibia used TCP/NAM/3703/C2 to obtain USD 6.9 million in GEF funding (GEF 7). In Uzbekistan, TCP/UZB/3604 helped obtain USD 3.7 million for a GEF project. In Algeria, three baby projects (on forest fire strategy development, on integrated rural development in the mountain range, and aquaculture development) of TCP/ALG/3501 led to USD 3.3 million GEF funding. A further USD 0.2 million came from the Japan Supplementary Fund for forest fire and USD 0.4 million from UNDP through a letter of agreement on aquaculture. Also, in Algeria, TCP/ALG/3701 supported the development of forestry micro-enterprises based on certain non-timber forest products, attracting USD 4 million in GEF 7 funding. TCP/ALG/3402 led to a USD 3.4 million GEF project on rehabilitation and integrated sustainable development of the Algerian cork oak forest production landscape. In Lebanon, TCP/LEB/3503 was an FAO contribution to creating a coordination unit for a USD 7.2 million GEF project.
Category	Examples
Upper-middle-income (contd.)	<ul style="list-style-type: none"> In Cuba, TCP/CUB/3609 led to GEF 7 funding of USD 4.2 million for agriculture and USD 1.3 million for fisheries sectors. In Ecuador, TCP/ECU/3703 leveraged a USD 4.4 million GEF project on conservation and sustainable use of biodiversity. In Peru, TCP/PER/3705 has contributed to GEF 7 funding of USD 3.8 million (deforestation-free commodity supply chains in Peruvian Amazon food systems and land use) and USD 7.7 million (building human - well-being and resilience in Amazonian forests by enhancing the value of biodiversity for food security).

Source: Compiled from interviews, surveys and document reviews (including internal documents) – TCP evaluation 2020.

⁷⁴ It was noted during discussions with the country office that USD 33.5 million of GEF funding was the largest in the country and one of the largest tapped in by FAO.

121. It was noted that TCPs which leveraged GEF funding in Latin American countries (examples mentioned) also contributed to co-financing and/or investments by government to the extent of USD 327 million on respective projects, USD 240 million of which related to two projects in Peru.⁷⁵

Finding 22. TCPs have facilitated access to Green the Climate Fund for FAO and the countries through the preparation of concept notes and proposals in all regions (except in the Near East and North Africa) and in low- and middle-income countries. Countries in Latin America and the Caribbean have been the most successful, followed by Asia and the Pacific, and Africa regions. Lower- and upper-middle-income countries have been more successful in tapping into GCF finance.

122. Several countries have used TCPs or TCPFs to prepare concept notes and proposals to tap into the GCF funding. Some have already been successful, and some have submitted proposals which are awaiting decision. Table 10 presents examples of 20 countries that have received or applied for GCF funding (by country income categories). Some countries have not been successful (such as China, Bosnia and Herzegovina). FAO could provide sufficient and better support for country offices with regard to accessing global funds, such as the GCF.

⁷⁵ Information provided by the Regional Office for Latin America and the Caribbean (RLC).

Table 10: Examples of countries accessing GCF funding using TCPs

Category	Examples
Low-income	<ul style="list-style-type: none"> In Afghanistan, TCP/AFG/3701/C1 has been used to draft a GCF concept note that will lead to a funding of USD 35 million. In Haiti, a GCF proposal is being prepared (TCP/HAI/3701) for USD 22 million (USD 17 million from the GCF and USD 5 million in co-financing from the International Fund for Agricultural Development, IFAD). In Togo, TCP/TOG/3704 has been used to prepare a concept note for USD 2.3 million in GCF funding.
Category	Examples
Lower-middle-income	<ul style="list-style-type: none"> In Cambodia, TCP/CMB/3605/C2 led to USD 35 million in GCF funding. In Myanmar, TCP/MYA/3704/C4 is preparing a full proposal for USD 31 million in GCF funding. In Côte d'Ivoire, TCP/IVC/3705/C2 is supporting proposal development for a USD 10 million GCF project. Kenya used TCP/KEN/3702/C1 to prepare a full proposal for a USD 40 million GCF project on transforming landscapes and livelihoods through a water-energy-food nexus approach. In Kyrgyzstan, TCP/KYR/3606 led to USD 29 million GCF funding for the sustainable eco-system-based transformation of natural resource management. In the Plurinational State of Bolivia, TCP/BOL/3705 led to a USD 50 million in GCF project on the preservation and restoration of ecosystem services with an emphasis on water security. TCP/ELS/3705/C3 supports the implementation of climate resilience measures in the agro-eco-systems of the dry corridor of El Salvador (RECLIMA), a USD 127 million project (USD 36 million from the GCF and USD 91 million from the government). In Honduras, TCP/HON/3701 is supporting the preparation of a GCF proposal for USD 10 million funding to strengthen the resilience of coastal and island areas.
Upper-middle-income	<ul style="list-style-type: none"> In Cuba, TCP/CUB/3702/C2 helped get approval for USD 38.2 million GCF project in the agroforestry sector. In Paraguay, TCP/PAR/3601/C1 led to USD 25 million in GCF funding. Additionally, The GCF also funded the government for another project for USD 50 million along with UNDP and United Nations Environment Programme (UNEP). From the second GCF project, the Ministry of Environment is giving FAO USD 8.2 million for implementation support because of FAO's earlier related-work. In Ecuador, TCP/ECU/3705 is supporting a proposal for USD 27 million GCF funding. In Guatemala, two TCPFs (TCP/GUA/3702/C2 and TCP/GUA/3708/C7) were used to prepare a GCF concept note and proposal for USD 30 million. In Namibia, TCP/NAM/3704/C3 led to a concept note and project proposal for a USD 4 million GCF project (FAO, 2019).
Other	<ul style="list-style-type: none"> Multi-country TCP/SAP/3704 on strengthening capacity to address the climate change impact on biosecurity led to a GCF proposal of USD 30 million for Fiji, Samoa and Solomon Islands. The proposal was in collaboration with the Secretariat of the Pacific Community.

Source: Compiled from interviews, surveys and document reviews (including internal documents) – TCP evaluation 2020.

123. As for GEF funding, TCPs that leveraged GCF funding in Latin American countries (examples mentioned) have also contributed to project co-financing and/or investment by government to the extent of USD 320 million on respective projects (including USD 91 million for the RECLIMA project and USD 5 million co-financing by the International Fund for Agricultural Development (IFAD) in Haiti).⁷⁶

⁷⁶ Information provided by the Regional Office for Latin America and the Caribbean (RLC).

Finding 23. TCPs have formed the basis for input to or led to larger initiatives/scale-up financed (loans to government) by the World Bank and/or IFAD. In several cases, FAO has benefited through unrelated trust funds to provide technical assistance. Countries in Africa, and Asia and the Pacific regions, and low-income and lower-middle-income countries have been more successful in using TCPs to leverage/contribute to bigger initiatives through the World Bank/IFAD investment.

124. TCPs have been instrumental in providing proof of concept or complementary to bigger initiatives and investments funded by the World Bank and/or IFAD. In some cases, FAO has provided the initial assessment, while in some others, it has continued to provide technical assistance during implementation of larger initiatives. Table 11 presents examples of 19 countries (26 projects with a total investment of USD 1.80 billion), by country income categories.

Table 11: Examples of the World Bank/IFAD investments due to TCPs

Category	Examples
Low-income	<ul style="list-style-type: none"> • TCP/AFG/3302 linked to TCP/AFG/3102 led to the Afghanistan Strategic Grain Reserve Project funded by the World Bank – USD 30million. • In Chad, assistance to integrate women refugees in the Sudanese region (TCP/CHD/3502) led to a USD 11 million UTF from the World Bank loan to the government. • TCP/DRC/3704, in Democratic Republic of the Congo, formed the basis for the formulation of a larger project along with the Ministry of Agriculture on nutrition-sensitive agriculture for USD 13 million funding from the World Bank. • In Eritrea, TCP/ERI/3603/C2 leveraged IFAD's Fishery Resource Management Programme for USD 37.7 million (IFAD funded USD 15 million and the GEF co-funded USD 7.9 million along with USD 11.5 million from Germany, among others). • In Ethiopia, technical assistance to transform the livelihoods of fishing communities (TCP/ETH/3603) is being scaled up by the government using a World Bank loan of USD 170 million for its Livestock and Fisheries Sector Development Project. FAO will provide technical assistance through a unilateral trust fund. • In Rwanda, support to enhance small-scale irrigation technologies (TCP/RWA/3504) paved the way for World Bank funding of USD 40 million for the Sustainable Agricultural Intensification for Improved Livelihoods, Food Security, and Nutrition (SAIP) Project. FAO will provide technical assistance through a unilateral trust fund of USD 1.5 million. The development of the Livestock Master Plan (TCP/RWA/3605) has led to IFAD funding of USD 60 million for dairy development/industry and USD 36 million for small ruminants. • In Tajikistan, the formulation of an investment proposal for improved agriculture mechanization (TCP/TAJ/3602/C2) has led to an IFAD investment of USD 27 million.

Category	Examples
Lower-middle-income	<ul style="list-style-type: none"> • Technical support for marine resources stock assessment (TCP/BGD/3601) in Bangladesh laid the foundation for and is synergistic to the World Bank loan of USD 220 million for the Sustainable Coastal and Marine Fisheries Project (SCMFP). The project to enhance aquaculture production for food security and rural development (TCP/BGD/3501) is synergistic and also was partly instrumental in getting the World Bank project. The Second National Agricultural Technology Programme (NATP II) with a total budget of USD 220 million⁷⁷ is co-financed by the World Bank (USD 176 million) and IFAD (USD 23.8 million) and complemented by a support grant from the United States Agency for International Development (USAID) (USD 7.4 million). • Additionally, TCP/BGD/3607 to address feed shortages was an input leading to a World Bank loan of USD 500 million for the Livestock Dairy Development Project in Bangladesh. • In Bangladesh, based on the Master Plan for Southern Bangladesh developed by FAO (TCP/BGD/3402), IFAD invested USD 65 million in the USD 110 million Smallholder Agricultural Competitiveness Project (Bangladesh case study – TCP evaluation 2020). • The farmer field school (FFS) methodology/approach used in TCP/IND/3501 and other TCPs in Mizoram State in India led to a large IFAD investment (Fostering Climate Resilient Upland Farming Systems project) in Mizoram (USD 35 million) and Nagaland States (USD 45 million). The total project cost is USD 168 million. Funding to the project is also provided by the national government (USD 28 million). FAO will provide technical assistance through a USD 1 million unilateral trust fund. • The investment forum to promote agricultural investment in Egypt (TCP/EGY/3605) led to a USD 91 million loan from IFAD, ongoing negotiations with the World Bank for USD 500 million and government investment of USD 1.5 million. • In Ghana, IFAD is investing USD 46 million (USD 36 million as a loan to the government and USD 10 million as a unilateral trust fund to FAO, which is a grant under the Investment for Food Job (IFJ) developed by TCP/GHA/3605. The funding covers agricultural mechanization (policy on agricultural mechanization developed by TCP/GHA/3603) under the flagship for programme Planting for Food and Jobs (supported by TCP/GHA/3607) (FAO, 2019). • In Kenya, TCP/KEN/3703 contributed to the USD 143 million Aquaculture Business Development Programme (with USD 67 million co-funded by IFAD and the rest by the government and the beneficiaries). FAO will provide technical assistance to the project for eight years through a unilateral trust fund of USD 8 million (FAO, 2019). • In Lesotho, TCP/LES/3305 informed the design of the USD 30 million Smallholder Agriculture Development Project (SADP) co-funded by the World Bank and IFAD. The SADP is also going to have a second phase with USD 57 million in funding. • In Sao Tome and Principe, lessons from multiple TCPs, including institutional reform of the Ministry of Agriculture (TCP/STP/3601/C3), led to a USD 3 million IFAD project, USD 1 million of which went to FAO for the implementation support on three components. • In Nicaragua, TCP/NIC/3706/C5, as part of project support to the integral development of fishing and aquaculture, conducted an assessment for the pre-agreement of USD 42 million in funding from IFAD.
Upper-middle-income	<ul style="list-style-type: none"> • In Gabon, support for the development of agricultural statistics (TCP/GAB/3603) attracted USD 2.1 million in World Bank funding.

Source: Compiled from interviews, surveys and document reviews – TCP evaluation 2020.

⁷⁷ This includes Government contribution in addition to loans and grants.

Finding 24. FAO has used TCPs to a limited extent to leverage resources from regional international financial institutions, bilateral agencies and joint programming.

125. TCPs have leveraged fewer investments from **regional international financial institutions** (IFIs) over the last four biennia. Examples include (Table 12):⁷⁸

Table 12: Examples of regional international financial institution investments leveraged through TCPs

Category	Examples
Lower-middle-income	<ul style="list-style-type: none"> Support for the development of non-timber forest product value chains in Sao Tome and Principe (TCP/STP/3704) led to a USD 4.1 million project from the African Development Bank (AfDB).⁷⁹
Others (including high-income)	<ul style="list-style-type: none"> In Antigua and Barbuda, TCP/ANT/3701 on rebuilding the resilience of agriculture led to a USD 1.5 million from the Caribbean Development Bank to the government for recovery efforts. Subregional TCP/SFC/3703/C1 conducted a technical study on youth employability and entrepreneurship for AfriCare and the AfDB, which led to a USD 20 million investment, with FAO as a technical agency together with United Nations Educational, Scientific and Cultural Organization (UNESCO) and the International Labour Organization (ILO). Subregional TCP/SLC/3606 support for processing and value chain development for root and tuber crops in Dominica, Trinidad and Tobago, and Suriname led to a USD 1.2 million investment by the Caribbean Development Bank.

Source: Compiled from interviews, surveys and document reviews – TCP evaluation 2020.

126. Some examples were noted (not mentioned earlier) where TCPs attracted funding from **bilateral agencies** (Table 13).

Table 13: Examples of bilateral agency funding attracted due to TCPs

Category	Examples
Low-income	<ul style="list-style-type: none"> In Burkina Faso, TCP/BKF/3603 developed a strategy document on fall armyworm (FAW). Belgium provided USD 80 000 to implement the strategy (FAO, 2019). Assistance on capacity development for locust control in Tajikistan (TCP/TAJ/3401) led to a USD 9 million in funding (for the first phase) and USD 6 million (for second phase) from Japan.
Lower-middle-income	<ul style="list-style-type: none"> In the Philippines, the outputs of TCP/PHI/3505 on land tenure and land management were used as reference material by Germany to formulate a USD 4.8 million project on responsible land governance
Upper-middle-income	<ul style="list-style-type: none"> In Guatemala, a TCP on landscape restoration helped in securing USD 7 million in funding from the Republic of Korea.
Other	<ul style="list-style-type: none"> Support for the Regional Collaboration Platform, on a water scarcity initiative to increase water productivity (TCP/RAB/3602), was co-funded by Sweden to the tune of USD 10 million

Source: Compiled from interviews, surveys and document reviews – TCP evaluation 2020.

127. TCP has led to **joint-programming or joint-funding** by multiple development partners or to funding support from other UN agencies. Table 14 presents examples found in low-income and lower-middle-income countries.

⁷⁸ Please refer to evidence in the next sub-section – “Timely meeting of critical gaps.”

⁷⁹ For additional examples, please see the next sub-section on the ‘timely meeting of critical gaps.’

Table 14: Examples of joint-programming due to TCPs

Category	Examples
Low-income	<ul style="list-style-type: none"> • In Eritrea, TCP/ERI/3705 improving post-harvest grain handling and storage for smallholder farmers leveraged USD 0.85 million from the World Food Programme (WFP) in 2019 and is expecting further contribution in 2020. • In Haiti, the TCP/HAI/3502 project for the development and transformation of the dairy sector and support for the marketing phase led to USD 1.3 million in funding from the UN Joint Programme (UNJP/HAI/036/UNJ).
Lower-middle-income	<ul style="list-style-type: none"> • In Papua New Guinea, TCP/PNG/3701/C1 supported the formulation of a USD 93 million UN joint agricultural value chain development programme (UNJP/PNG/010/EC) funded by the European Union on which FAO is the lead implementing agency (the FAO component is USD 54 million). • In Cameroon, TCP/CMR/3701/C1 prepared a project to promote agroforestry and non-timber forest product, which was scaled-up nationally and then to the neighbouring countries. It prompted the Central Africa Forests Commission to develop guidelines and to connect with countries to develop guidelines at national level. This led to support of USD 4 million from the European Union for ten countries including Cameroon, Gabon, Congo, and Central African Republic). The AfDB also provided USD 6 million to five countries (Sao Tome and Principe, Equatorial Guinea, Rwanda, and Benin). • In Uganda, TCP/UGA/3601 contributed to the formulation of a country-specific social protection component of an FAO global project. The technical contribution of the TCP enabled the USD 15 million global project to be implemented in four countries, including Uganda (FAO, 2019).

Source: Compiled from interviews, surveys and document reviews – TCP evaluation 2020.

Finding 25. TCPs have been instrumental in government investment in large sectoral projects, mostly in lower-middle-income countries and to some extent in upper-middle-income countries, leading to unilateral trust funds for FAO. TCPs have contributed to accessing funding from Global Agriculture and Food Security Program (GAFSP) in Asia and the Pacific region to help governments invest in bigger initiatives.

128. TCPs have led to government funding of bigger projects and, in some cases, unilateral trust funds for FAO to provide technical assistance during implementation. Table 15 presents examples from 11 countries, by country income categories.

Table 15: Examples of government funding due to TCPs

Category	Examples
Low-income	<ul style="list-style-type: none"> In Nepal, TCP/NEP/3601/C1 support for the government in formulating proposals to access USD 48 million of funding from the GAFSP, led to unilateral trust funds for the country's Agriculture and Food Security project and Food and Nutrition Security Enhancement project.
Lower-middle-income	<ul style="list-style-type: none"> In Bhutan, TCP/BHU/3601/C1 contributed to USD 8 million grant from GAFSP for the country's Food Security and Agricultural Productivity project. In Cambodia, TCP/CMB/3504 supported seed production and guided the Ministry of Agriculture on seed selection. Research centres were also strengthened. The Asian Development Bank (ADB) was a key partner on this TCP. This has led to a bigger Ministry of Agriculture project of USD 20 million in the first phase and USD 51 million in the second phase, funded by the government.⁸⁰ In Myanmar, TCP/MYA/3603/C2 supported the preparation of a proposal for funding under GAFSP. This led to USD 25 million in funding for the government and USD 5 million for FAO. TCP/TIM/3602 helped in getting USD 1.5 million for technical assistance for the GASFP/Sustainable Agriculture Productivity Improvement project in Timor-Leste. In Viet Nam, TCP/VIE/3604 facilitated the Integrating Agriculture in National Adaptation Plan Programme through policy-based support. The programme is co-financed by the government and development partners and. The Government has committed USD 25 million until 2025 (FAO, 2016). In Mauritania, TCP/MAU/3501 strengthened the capacity of camel breeding development centre for the sustainable improvement of camel production, leading to a unilateral trust fund of USD 2.25 million. A much earlier TCP in Morocco (TCP/MOR/3101) led to unilateral trust funds of USD 0.6 million and USD 0.99 million to support the implementation of the National Forest Programme over ten years. Results of multiple TCPs in the Plurinational State of Bolivia over the four biennia have led to three national programmes, developed with USD 50 million in funding from the Government, including national programmes to support fruit production and Amazonian fruit production and collection. In addition, local governments have invested in the implementation of the multisectoral food and nutritional plan (PMUAN) due to FAO's implementation support through TCP/BOL/3701/C1. In El Salvador, due to past and current technical assistance on school feeding programmes, FAO has a UTF of USD 0.4 million. There is also a unilateral trust fund for USD 0.5 million linked to family farming (TCP/ELS/3504 and TCP/ELS/3702/C1).
Upper-middle-income	<ul style="list-style-type: none"> Support for the development of agricultural statistics in Gabon (TCP/GAB/3603) led to a USD 2.1 million unilateral trust fund (FAO, 2019). In Turkey, TCP/TUR/3702/C1 assistance for awareness-raising on food loss and waste – zero waste and zero hunger led to a regional unilateral trust fund of USD 1.5 million.

Source: Compiled from interviews, surveys and document reviews – TCP evaluation 2020.

Subregional, regional and interregional TCPs

129. In general, subregional, regional and interregional TCPs are less likely to have catalytic effect. Very few examples were cited in discussions with FAO staff at all levels. The few cases noted involved strengthening institutions at subregional/regional levels and promoting policy on a theme or topic to trickle down to the national level. There is no concrete evidence on any catalytic effect due to interregional TCPs. It was noted that the subregional TCPs for SIDS in the Pacific and Caribbean could potentially leverage investment for multi-country initiatives. In fact, several Caribbean countries have contributed voluntarily part of

⁸⁰ See earlier discussions in section 3.4 on how have benefitted in getting USD 2 million.

their national allocation to subregional projects of common interest. This has increased efficiency and generated more exchange opportunities.

130. Subregional TCPs in Africa have supported Regional Economic Commissions in developing Regional Agricultural Investment Plans, which guide the National Agricultural Investment Plans.

Timely meeting of critical gaps (in emergency response)

Finding 26. Timely assistance to meet critical gaps have been addressed through both emergency and development TCPs. TCPs in emergency response contexts have ensured early warning and action, provided surveillance, informed governments, established national task forces and attracted donor funding.

131. Emergency TCPs are first on the ground and inform/attract donors for larger investments and projects. Emergency TCPs have provided support to address critical gaps on time. The shorter process and prompt attention (especially since the 2018 delegation to the Emergency and Rehabilitation Division, PSE) enable emergency assistance to be made available quickly to the countries.
132. Timely emergency support to the recovery of crop-based livelihoods of 20 160 farmers affected by monsoon floods in Bangladesh (TCP/BGD/3405) led to an increase 2 718 hectare (ha) in cultivated area (1 116 ha of wheat and 1 602 ha of hybrid maize).
133. Emergency assistance (TCP/BOL/3407) with an early warning system for agricultural actions of immediate relief and early rehabilitation of population affected by flood in Beni and La Paz in the Plurinational State of Bolivia resulted in the development of a risk management plan for 2016-17, which served as an input to drafting and subsequent approval of the Disaster Risk Law (Bolivia case study – TCP evaluation, 2020). This also an example of how emergency TCPs can support humanitarian-development nexus.
134. In Guinea, TCP/GUI/3504 strengthened response capacity to Ebola virus disease. The wildlife monitoring committee set-up by the project to better detect the disease reinforced specific awareness-raising tools to prevent the risks of contamination from the Ebola virus (FAO, 2018c).
135. Forty-seven TCPs was approved on fall armyworm (including 13 emergency TCPs, three regional TCPs, and one interregional TCP) for a total amount of USD 12.65 million (USD 5.05 million of which was through emergency TCPs). The average size of fall armyworm TCPs was USD 269 114 (higher than the global average of development TCPs). Africa accounted for 81 percent of these. Some examples of fall armyworm TCPs include:
- i. The emergency TCP in Bangladesh (TCP/BGD/3705) strengthened fall armyworm monitoring systems and integrated management capacities at all levels. The Fall Armyworm Monitoring and Early Warning System (FAMEWS) was made and remains operational. The Department of Agricultural Extension Officers have been able to report fall armyworm status to feed information into the FAMEWS global system (Bangladesh case study – TCP evaluation, 2020). FAO is viewed as a pioneer for giving the country a heads-up on the fall armyworm.

- ii. In Ghana, the TCP/GHA/3606, emergency response to fall armyworm outbreak (TCP/GHA/3606), set-up pheromone traps in 216 districts, capacitated agricultural extension agents and ensured reporting through the FAMEWS. A national task force was created with members from universities, government and donors, which improved coordination. It also attracted donors, including the United States Agency for International Development (USAID) (Ghana case study – TCP evaluation 2020).
 - iii. A regional TCP on fall armyworm (TCP/RAF/3614) at the request of African Union Commission Department of Rural Economy and Agriculture (AU-DREA) supported regional activities such as the harmonization and fast-tracking of pesticide registration, regional training on fall armyworm tools.
 - iv. The country TCPs responded to national requests to put in place National Fall Armyworm Task Forces and strengthening their capacities (e.g. Eritrea, Ghana and Bangladesh).
136. During discussions at headquarters, it was noted that both fall armyworm and desert locust emergencies were approached differently. The fall armyworm was not seen as an emergency at that time as former Director-General and the Plant Production and Protection Division (AGP) did not think of it as an emergency but more as a long-term development. Although 13 emergency TCPs were approved for fall armyworm, there was no corporate endorsement as an emergency. The lack of this endorsement meant FAO lost an opportunity to mobilize resources for those countries affected. Donors were willing, but needed that endorsement to contribute. The resources mobilized by the countries for fall armyworm have been at decentralized levels (see discussions below). In contrast, for the desert locust, there were 12 emergency assistance TCPs amounting to USD 5 million, and a prompt corporate endorsement which led to more than USD 200 million in resource mobilization so far (a USD 311 million appeal). Both fall armyworm and desert locust also attracted normative funds from AGP.
137. Several emergency assistance TCPs have attracted donor funding. Annex 1 presents examples from 13 countries (Plurinational State of Bolivia, Botswana, Cabo Verde, Colombia, Democratic People's Republic of Korea, Ethiopia, Guinea, Guinea-Bissau, Haiti, Kenya, Lesotho, South Sudan, and Togo) mobilizing USD 72.5 million.
138. In discussions with the emergency TCP team, it was noted that the practice, where feasible, was to encourage an integrated approach in the country. For example, in Pakistan, TCP/PAK/3705 supported drought-affected areas and addressed poverty and food security, then came to work along with United Nations Children's Fund (UNICEF) on malnutrition and the World Food Programme (WFP) on food assistance and food insecurity. In Sudan, FAO (TCP/SUD/3704) worked with WFP to provide capacity development to farmers to produce sustainably.

COVID-19 response

139. Although the response to COVID-19 pertains to the 2020-21 biennium, it was essential to highlight how FAO has adapted and responded to the situation. As of 27 July 2020, FAO has approved 48 TCPs amounting to USD 10.62 million, covering five priority areas in the five regions. Two of them are regional TCPs, four are subregional TCPs, and the rest are at

country level. It was reported that emergency TCPs and development TCPs were coordinated upon requests for COVID-19 activities.

140. In Bangladesh, by providing situation reports on weakening food systems, FAO's COVID-19 response enabled the government and development partners to respond accordingly. IFAD is planning to provide some grants to the COVID-19 response. The World Bank is adapting its fisheries investment (Sustainable Coastal and Marine Fisheries Project, SCMFP) to the COVID-19 situation and also reported a potential additional USD 96 million cash support (Bangladesh case study – TCP evaluation, 2020).
141. In Ghana, FAO TCPs and leadership on COVID-19 within the UN system context has contributed to IFAD designing an emergency project for USD 40 million, which will be complemented by USD 20 million from WFP, FAO and Canada (Ghana case study – TCP evaluation, 2020).

Investment leverage by TCP in a sample of Member Countries by TCP

Finding 27. The leverage of investments through TCPs varies among countries. Some countries may not leverage any investments in multiple biennia.

142. As seen in earlier discussions, the extent TCP is able to leverage investments for bigger initiatives varies from country to country and depends on FAO's initiative and the country office's ability to design appropriate, scalable and bankable projects, among other external factors. Table 16 summarizes the extent of investments leveraged for the Member Countries and highlights variation in the sample of country offices selected for interviews (which includes the 11 case study countries). The TCP appropriation of USD 180 million to the 43 countries (over four biennia)⁸¹ contributed to leveraging USD 2 798 million in 33 countries. Ten countries did not attract any investments, while another five leveraged less than a ratio of 1:1. The overall leverage ratio was 1:15.6 for the 43 sampled countries.

⁸¹ Forty-three percent of the total TCP allocation over the four biennia and 29 percent of the countries that were allocated TCP funds.

Table 16: Investments leveraged due to TCP for the 43 sampled Member Countries

Country	Category	TCP amount (2012-13 to 2018-19) (USD millions)	Investment leveraged [†] (USD millions)	Leverage ratio
Afghanistan	LIC, LLDC, LDC, LIFDC	4.64	88.6	1:19.1
Armenia	UMIC, LLDC	3.48	0.0	0.0
Bangladesh	LMIC, LDC, LIFDC	5.99	990.0	1:165.3
Cabo Verde	LMIC, SIDS	5.09	5.0	1:1.0
Cambodia	LMIC, LDC	4.68	181.0	1:38.7
Chad	LIC, LLDC, LDC, LIFDC	4.20	11.0	1:2.6
China	UMIC	3.39	0.0	0.0
Democratic People's Republic of Korea	LIC, LIFDC	7.28	1.0	1:0.1
Dominican Republic	UMIC, SIDS	2.29	0.0	0.0
Egypt	LMIC	4.10	94.0	1:22.9
El Salvador	LMIC	4.49	127.0	1:28.3
Eritrea	LIC, LDC, LIFDC	5.30	35.3	1:6.7
Ethiopia	LIC, LLDC, LDC, LIFDC	5.58	217.4	1:39.0
Fiji	UMIC, SIDS	2.28	10.0	1:4.4
Gabon	UMIC	2.60	8.2	1:3.2
Ghana	LMIC, LIFDC	5.91	46.0	1:7.8
Guatemala	UMIC	4.28	73.6	1:17.2
Haiti	LIC, SIDS, LDC, LIFDC	4.92	35.1	1:7.1
India	LMIC	4.09	130.0	1:31.8
Jamaica	UMIC, SIDS	1.22	0.0	0.0
Kenya	LMIC, LIFDC	5.78	129.0	1:22.3
Kyrgyzstan	LMIC, LLDC, LIFDC	3.78	38.9	1:10.3
Lebanon	UMIC	2.63	12.2	1:4.6
Lesotho	LMIC, LLDC, LDC, LIFDC	3.53	34.8	1:9.9
Mongolia	LMIC, LLDC	4.33	0.0	0.0
Namibia	UMIC	3.33	10.9	1:3.3
Niger	LIC, LLDC, LDC, LIFDC	4.87	0.0	0.0
North Macedonia	UMIC, LLDC	3.34	2.5	1:0.7
Paraguay	UMIC	3.98	45.2	1:11.4
Philippines	LMIC	6.78	5.3	1:0.8
Plurinational State of Bolivia	LMIC, LLDC	4.69	128.0	1:27.3
Republic of Moldova	LMIC, LLDC	3.27	0.0	0.0
Rwanda	LIC, LLDC, LDC, LIFDC	4.79	152.4	1:31.8
Sao Tome and Principe	LMIC, SIDS, LDC, LIFDC	3.08	12.9	1:4.2
Seychelles	HIC, SIDS	2.39	0.0	0.0
Sierra Leone	LIC, LDC, LIFDC	4.83	0.0	0.0
Sudan	LMIC, LLDC, LDC	5.86	0.0	0.0
Tajikistan	LIC, LLDC, LIFDC	3.56	47.0	1:13.2
Timor-Leste	LMIC, SIDS, LDC	3.20	2.5	1:0.8
Togo	LIC, LDC, LIFDC	4.52	8.9	1:2.0
Tunisia	LMIC	3.31	16.5	1:5.0
Yemen	LIC, LDC	3.17	45.0	1:14.2
Zimbabwe	LMIC, LLDC, LIFDC	4.92	53.2	1:10.8
Total and leverage		179.75	2 798.40	1:15.6

[†]New investment to the country either to the government and/or FAO.

Source: Compiled from evaluation findings – TCP evaluation 2020.

Sustainable impact

143. Sustainable impact is a TCP criterion (criterion 5 – see Appendix 3). Outputs and outcomes are expected to contribute to the impact, which takes a longer time (beyond the TCP project duration). However, FAO does not have an institutionalized mechanism or practice to track and report on the impact of TCPs. It was noted that even the extent of reporting on TCP outcomes in CPEs varied.⁸² In general, when reported, sustainable impact relied more on individual recall and anecdotal evidence than any systematic assessment.
144. Discussions noted varying levels of understanding and confusion among FAO staff about the sustainable impact and sustainability (continuation) of project activities in the pilot community (project area) or by a small group of farmers. While the latter is positive, it does not essentially depict the TCP's intention.
145. Furthermore, it was noted that it is neither practice nor a requirement to have exit strategies in place at the end of a TCP project, which goes against the TCP criterion of ensuring sustainable impact. The essential requirements for closure of the TCP project are the terminal report and the handing over of assets purchased to the project counterpart. There is no further follow-up from the country office (or regional/subregional office depending on the TCP). Nevertheless, there are exceptions, and this is mainly due to a FAOR's initiative, which is again person-dependent and not due to any institutional mechanism. For the subregional and regional TCPs, the Lead Technical Officers are too busy providing technical advice to multiple projects to track outcomes/impact. In any case it is not the Lead Technical Officer's responsibility. From discussions, it emerged that there was no clearly defined accountability at regional and subregional office for tracking or following-up on outcomes/impact once the regional/subregional TCP was closed.
146. As stated in the TCP criteria and as discussed in section 3.4, it is essential to have a catalytic or multiplier effect in order to have a sustainable impact. Over the last four biennia, however, less than 20 percent⁸³ of all TCP projects had a catalytic effect.
147. During interviews, it was noted that there was a general tendency to view catalytic effect primarily in terms of resource mobilization or investments because of the way it has been described within the sustainability impact TCP criterion. This needs to be resolved. Catalytic effects included improved practices being adopted by a larger number of farmers and scaled-up or replicated, policy/legal/regulation changes that facilitate development, strengthened institutions, greater market efficiency and/or access to markets, and resource mobilization/investment for bigger initiatives and timely response to emergencies (FAO, 2019d); they are not mutually exclusive. It is essential to have a common understanding within the Organization of what catalytic effect means as this is fundamental to ensuring sustainable impact.

⁸² In the 36 CPE reviewed, only one-third reported on five or more TCPs or had a separate sub-section with analysis on performance results. Another 22 percent of them reported on less than five TCPs with analysis of results. The other 42 percent mentioned only TCP project titles or did not mention at all about TCPs.

⁸³ The estimate is based on 272 TCP projects with catalytic effect from 83 countries presented in this report. The projects presented in this report account for 11.5 percent of the total TCP projects in the four biennia. This was then extrapolated to rest of the countries (assuming that the same proportion of projects will have catalytic effect). The result was 19.7 percent.

148. While improved practices and innovations in farming systems are generally appreciated and sustainable at pilot level, they are not scaled-up for various reasons (see section 3.5). Positive examples such as those in section 3.4 are more likely to have a sustainable impact.
149. Policy development and improvement, changes in regulations and laws, formulation of strategies and strategic plans are key outputs of TCPs. In theory, these should lead to larger development impact in the form of robust policies, institutions and an enabling environment; however, in practice, the impact is not realized if the instrument (e.g. policy, law, and strategic plan) is not implemented effectively with adequate budget/finance and appropriate human resource capacity. Policy TCPs are at risk when governments (and champions) change. There is inherent uncertainty in policy work on sustainable impact, which is beyond FAO's control, and this includes the process required for approvals and budget allocations. Many low-income countries do not furnish an adequate budget for implementing their national agricultural sector plans.
150. Strengthened institutional capacity and enabling environment are a key impact area for TCPs. Positive examples of more robust institutions, national coordination mechanisms, statistical systems, agricultural systems and information systems are listed in section 3.4. However, in several cases, FAO's lack of follow-up on how this capacity is used and institutionalized results in status quo – of laboratories not working due to a lack of resources, systems not being maintained due to staff turnover, or a lack of a strong mandate, commitment and resources from government hinder the catalytic effect. Also, creating awareness of information systems among donors will lead to use and resources (for instance, the Yemen information system, which is used by donors).
151. Strengthening food systems and value chains leads to increased income is a relatively new area of focus, when it comes to catalytic effects for sustainable impact. While there are examples of TCPs attracting the private sector in processing and value products, many of the projects address the lower, input end of the value chain. Some scale-up and attract sufficient investment to have an impact; however, many do not scale-up. For example, in Cambodia, vegetable seed production has not only led to a bigger project with large investments from the government, but also increased vegetable production and import substitution. The same is true in Ghana, where ensuring the supply of certified seeds to meet demand has led to increased production and better yields.
152. Sustainable impact on improved resilience and ecosystem is more likely to happen through the development of larger initiatives, primarily through the GEF and GCF, in addition to investments from international financial institutions and governments.

3.5 EQ 5. What are the factors enabling and/or hindering TCP success in terms of achieving catalytic effect and sustainable impact?

Enabling factors

Finding 28. Key enabling factors include government ownership, commitment and allocation of budget to scale-up/replicate; FAO's comparative advantage; strategic thinking and dynamic FAORs; synergies with bilateral and multilateral organizations/international financial institutions in the country; ideas and concepts that readily attract investments; leadership from regional offices and appropriate technical experts who are aware of country context and needs.

153. These key enabling factors (in no specific order) have been identified based on interviews surveys and review of documents.
154. FAO's comparative advantage includes its global perspective and cross-border reach, the respect and trust of developing countries (especially with ministries of agriculture and increasingly with other ministries) and its network of experts. No other institution has the credibility, outlook and mandate similar to FAO when it comes to providing country level support and crucial global public goods (Centre for Global Development, 2014). FAO is perceived as a neutral convenor with technical expertise in diverse sectors. As an instrument, TCP is considered a unique enabler, which can open doors and get seats at tables, especially at country level.
155. The extent of government ownership and commitment, and stakeholder involvement can be an enabling or a hindering factor for TCPs. The success of a TCP depends on government involvement, including in-kind contribution, facilitation and commitment at all stages of the project. While all countries provide in-kind contributions to a varying extent during implementation of TCPs, few countries (such as China) also provide counterpart budgetary funding. Government ownership and buy-in was found to be critical to the upscaling, replication and implementation of policies and plans through national budget allocations or with the support of international financial institutions and other donors.
156. Strategic thinking, forward-looking and dynamic FAORs with the ability to connect and consult with development partners and institutions about TCP at the design stage and/or implementation stage, are crucial. So, too, is the initiative to communicate (promote) the results/achievements of TCPs with a view to seeking a potential fit for investments in the country to achieve national development priorities. FAORs' relationships with governments and donors are critical. Some countries, however, have no FAOR (e.g., Togo, which has had no FAOR for three years, affecting the quality and success of TCP projects), while others have grown their portfolio by leveraging TCPs (for example, Cambodia's portfolio had grown from USD 10 million in 2016 to USD 35 million in early 2020). In other countries, FAORs have worked to rally large investments in Member Countries (not necessarily for FAO), including several countries in Latin America and South Asia.
157. A good understanding by country offices about the spirit of TCP and its principles, and the ability to communicate and sensitize the government is critical. The range of understanding is vast. By way of example, at one end of the scale, there are country offices that complain about TCP guidelines on the number of people that can be sent on a study tour. At the other end, there are country offices that can leverage additional resources through a TCP

to send more people on the study tour, or to facilitate the transfer of knowledge from participants to the Organization and stakeholder institutions.

158. Ensuring precise linkage of the request/need to policy/national priority and the contribution to specific SDG indicator(s)⁸⁴ is important. Strong connections and specific focus to policy and synergy with national priority/national programmes has ensured greater success (for instance, in Latin American countries, where school feeding programmes and family farming assistance are supported by laws, policies and government budgets, and in Ghana, where there are ties to the national flagship Planting for Food and Jobs programme).
159. Synergies with the country priorities of bilateral agencies, multilateral organizations and international financial institutions have attracted investment for bigger initiatives with funding to government and/or FAO. This has been in the form of co-financing, conducting a pre-assessment or even providing proof of concept. This attracted the most responses in the surveys as a key enabling factor. In addition, country offices' ability to develop proposals to attract global funds (such as GEF and GCF) has been a key factor in recent years.
160. Sufficient and appropriate technical expertise is crucial, along with a good understanding of country needs, to translate global knowledge into local context. Language competency (for example, the ability to speak Russian in Central Asia, French in North and West Africa or Spanish in Latin America) was also seen as a complementary enabling factor.
161. The commitment of the National Project Coordinator made a lot of difference to the success of the TCP, as well as to coordination with national stakeholders. However, the extent of his/her commitment and interest can also be a limiting factor.
162. Leadership from the regional office is critical to driving home the importance of project design quality (including a theory of change), to ensure catalytic effect.
163. The decentralization of TCP appropriation to regional offices has led to better and assured allocation to the countries and brought technical assistance closer to the country. It has also led to greater efficiencies and better planning (relative to pre-decentralization).
164. Survey results showed that FAORs and government stakeholders have very similar perspectives in terms of the top five enabling factors (Table 17). Government stakeholders from lower-middle-income countries and countries covered by the Regional Office for Africa (RAF) viewed government allocation as the first (or joint first) enabling factor for scaling-up. The perspectives of FAORs from low-income countries viewed consultations with potential investors as the joint-top enabler. FAOR's from upper-middle-income countries and countries covered by the Regional Office for Latin America and the Caribbean (RLC) viewed government policy changes/strategies and plans implemented backed by funding as the top enabler.

⁸⁴ Linkage to SDG or SDG indicator is not currently done in TCPs. This will be a key enabling factor moving forward.

Table 17: Top five factors enabling catalytic effect (from survey findings)

Top five enabling factors by FAORs (based on number of responses)	Top five enabling factors by government stakeholder (based on number of responses)
1) Synergies with bilateral agencies/ development partners (78)	1) Synergies with bilateral agencies/ development partners (143)
2) Government policy changes/strategies and plans (developed by TCP) are implemented and backed by funding (69) Government allocation to scale-up (69)	2) Government budget allocation to scale-up (133)
3) Potential investors (including donors/ development partners) considered and consulted (68)	3) Private sector interest to invest (109)
4) Ideas/concepts/models from TCP that attract investments from international financial institutions, e.g., World Bank, IFAD, ADB, AfDB, IDB, CDB (63)	4) Government policy changes/strategies and plans (developed by TCP) are implemented backed with funding (102)
5) Proposals to attract global funds (61)	5) Proposals to attract global funds (98) Ideas/concepts/models from TCP that attract investments from international financial institutions, e.g., World Bank, IFAD, ADB, AfDB, IDB, CDB (97)

Source: Surveys – TCP evaluation 2020 – See Annex 2 and 3 for more details.

Hindering factors

Finding 29. Key hindering factors include FAO bureaucracy, a lack of government budget to scale-up/replicate, a change in government or turnover of key officials/champions, inadequate communication and promotion of TCP results and a lack of follow-up after project ends, poor quality of project design (including stand-alone projects), and low country office capacity.

165. The key hindering factors have been identified (in no particular order) based on interviews, surveys and a review of documents.
166. Although the TCP approval process has improved over the past ten years, the overall FAO process remains bureaucratic. FAO's procedures have been a significant stumbling block, contributing to start-up and implementation delays. Procurement and recruitment processes even affect emergency TCPs. The two-language criterion for the recruitment of international consultants has affected several TCP projects in Asia and the Pacific.
167. The extent of government bureaucracy can vary from country to country, but they can affect TCP start-up and implementation. Some countries have faced delays in the appointment of National Project Coordinators. In some countries, projects have to be signed off at the highest level before implementation starts (for example in the Philippines, Malaysia, and Tajikistan).
168. Changes in government after elections, change in ministers/champions, staff turnover and priority changes all hamper the efforts to ensure catalytic effect. Projects can be affected in election years, sometimes with implementation stopped altogether. Even if a government is returned, ministers may change. Frequent changes of ministers cause delays, changes in priorities and a failure to achieve results. Sometimes, a minister or top official

will make a request, but by the time implementation starts, they are gone⁸⁵ and the successor will have different priorities. Staff turnover affects sustainable capacity development. In Chad, for example, a TCP to strengthen Chambers of Agriculture was forced to close because of such issues and the collapse of the National Chamber of Commerce.

169. Inadequate/lack of government budget is a huge hindrance to scaling-up project activities, implementing policies, strategies and plans and institutionalizing capacity.
170. Poor project quality and design affects TCP success. While project design has improved, especially in recent years, a lot of inherent issues remain and this is compounded by designing of over-ambitious projects, ill-defined logical framework, inappropriate defining of outcome and its indicators, a lack of clear causal links in the theory of change, inadequate baseline data, and a lack of gender and/or stakeholder analysis. This is also linked to country office capacity. Discussions highlighted that some TCPs are "general" (too broad) and not focused.
171. Small-scale development projects limited to a small area or few farmers/smallholders in a country without adequate/appropriate plan and discussions with partners (at the inception or planning stage of the project) hinder the possibility of scaling-up or replicating such project. Both governments and communities appreciate such projects, but governments are not interested in replicating or upscaling them. For example, in Gabon, a honey production TCP trained a limited number of farmers in two communities. The project was small, not promoted and not scaled up. The government has not shown any further interest in doing so. Such examples (NGO-type projects) are common among TCPs. While such small projects are seen as a top-five hindering issue by government stakeholders, FAORs do not concur (Table 13).
172. The low capacity in many decentralized offices, especially in the country offices, means that consultants are largely used to develop projects. The same consultants work on multiple projects, often outside their area of technical expertise, limiting stakeholder engagement. At times, Lead Technical Officers have to get involved in implementation when country offices have low capacity. The lack of staff also affects responses to requests (for example, in Subregional Office for the Caribbean (SLC) countries) (FAO, 2016b). Limited country office capacity also hinders follow-up, including for project closure. Moreover, breaks of consultants affect follow-up and monitoring.
173. Entitlement perception in some countries - In some countries, FAO's counterpart ministries (often ministry of agriculture) consider TCP funding to be money to which they are entitled for the implementation of their own workplan. This prevents the TCP from being strategic and catalytic, and from addressing issues outside the ministry's sphere of work. This reduces the overall benefits of TCPs, as projects have to be more cross-sectoral, with inter-ministerial collaboration, in the SDG era.
174. Waning government interest can affect the scale-up, replication and institutionalization of a project, even if it was completed successfully. In addition to changes in government, this can be due to the fact that the original request was based on personal interest, without adequate government buy-in, or did not follow the proper process. For example, in Jordan,

⁸⁵ One person even joined FAO.

- a minister wanted a forest policy, but did not follow the government process (a prerequisite to government approval), so the draft policy document developed by the TCP was not approved. FAO's efforts were, therefore, vain. In Namibia, the government requested a feasibility study on foot-and-mouth disease vaccine production. However, by the time the study was completed, government priorities had changed and it was of no interest.
175. A lack of ministerial mandate can be a hurdle to catalytic effect. Examples include the food contamination monitoring system in Lebanon, where FAO was unable to install the software, as there was an overlap of mandate between the Ministry of Agriculture and other ministries (including Trade and Industry), and the Ministry of Agriculture was not willing to share data. In the Philippines, the Ministry of Agriculture initially maintained the country's Food Security Information System and website. However, in a government reorganization, the Bureau of Statistics was merged into the Statistical Agency. The website and system were then shut down, as the new agency had no mandate to maintain them. In Guatemala, TCPFs to strengthen Ministry of Agriculture capacity did not fully achieve their results, as they were hampered by low acceptance levels and an unstable political situation (FAO, 2016c).
176. A lack of or inadequate communication and promotion of FAO is a key issue. In addition to government policymakers, development partners may not always be aware of a TCP's objectives or results. This affects the potential catalytic effect. It was noted that, in general, the decentralized offices prepare no visually appealing communication materials to highlight TCP achievements or results. However, this needs an investment of resources (human and financial). It was noted during discussions that materials prepared by headquarters are not appropriate – e.g., using carp fish picture instead of tilapia for a fish project in the communication material for a country and then using the same photo for another country.
177. Inadequate or no follow-up action after project closure has been a hurdle to catalytic effect and sustainable impact – and this has been the case for most TCP projects. For example, the Nepal Fisheries Policy and Aquaculture Development project received no follow-up and has not been funded for the past eight years. Likewise, a milkfish farming test project in Nauru failed without additional resources and follow-up. Capacity development is integral to most TCPs; however, if there is no follow-up or assessment especially if it is a technical training (for example, increasing milk production in Togo), they are unlikely to have any catalytic effect.
178. Repeating a project in a different name after a few years does not bode well for sustainable impact. For example, in Togo,⁸⁶ TCP/TOG/3604 on the modernization of non-timber forest products (NTFPs) did not take off very well due to a lack of understanding and clarity on the concept. This was followed by TCP/TOG/3704 to develop sustainable management of NTFPs, which is reportedly not going well either.
179. Survey results indicated that FAORs and government stakeholders have a similar perspective on the top five hindering factors (Table 18). Note, however, that government stakeholders underscored small, stand-alone development projects as a key hindering factor.

⁸⁶ It was noted that Togo has not had an FAOR for three years. Many TCPs have had issues and not been a success.

Table 18: Top five hindering factors (from survey findings)

Top five hindering factors by FAORs (based on number of responses)	Top five hindering factors by government stakeholder (based on number of responses)
1) Lack of government budget to scale-up/replicate (87)	1) Lack of government budget to scale-up/replicate (173)
2) Turnover/change of government or officials (champions) - 58 Change in government priorities (58)	2) Turnover/change of government or officials (champions) - 103 3) Change in government priorities (98)
3) Change in government/reorganization of departments (53)	4) Lack of interest/support from the private sector for uptake/investment (87)
4) The political situation in the country (45)	5) Stand-alone development projects focused in a small area in the country (68)
5) Lack of interest/support from the private sector for uptake/investment (42)	

Source: Surveys – TCP evaluation 2020 – See Annex 2 and 3 for more details.

3.6 EQ 6. What are the best practices and lessons learned from TCP projects?

180. It should be noted that best practices and lessons learned are presented at the programme (overall TCP) level rather than at project level.

Best practices

Finding 30. Best practices include: ensuring synergies with national initiatives; multi-stakeholder (including the private sector) and inter-ministerial collaboration; tapping into global funds; a programmatic and holistic approach; sustainable, simple solutions that scale-up; and the use of the FAO Investment Centre (CFI) expertise.

181. Synergy with and complementarity to national initiatives and flagship programmes help TCPs to have a greater impact at national level, as they are supported by government and/or international financial institution funding. Examples include TCPs linked to Planting for Food and Jobs in Ghana, Lesotho's national farmers registry and electronic voucher management system for the farmer subsidy programme, and the multisectoral Food and Nutritional Plan and School Feeding Programme in Latin American countries.
182. Multi-stakeholder engagement or inter-ministerial collaboration for an integrated approach is viewed as best practice, but is an area for improvement in TCP planning and implementation for FAO. Examples include the involvement of the Ministries of Agriculture, Education and Environment in promoting the school garden initiative in Cambodia, the multisectoral coordination mechanism for nutrition-sensitive agriculture involving WFP, UNICEF, the World Health Organization (WHO) and FAO in Rwanda, and the UN joint-programming on value-chain development in Papua New Guinea. Furthermore, national fall armyworm task forces in several countries, involving stakeholders from universities, research institutions, donors, non-governmental organizations (NGOs) and government, have proved effective.
183. Engaging the private sector is a good practice, but still in the nascent stage. Successful examples include date-palm TCPs in Egypt and Namibia, which have leveraged private sector involvement and investment; a TCP on certified seed production through the private

- sector in Ghana; a TCP to produce grape phylloxera graft material through the private sector in Armenia; and a TCP to develop small-scale, local livestock-feed manufacturers in Gabon. A collaboration with Equity Bank in Rwanda and Kenya was able to secure loans for youth and farmer organizations. Moreover, thanks to the TCP, the Investor Forum in Egypt attracted participants and investments from international financial institutions and the private sector.
184. A holistic approach to value chains is hugely beneficial, as seen in the date-palm TCP in Egypt. The project not only addressed production shortcomings, but also issues in processing, ISO certification and the eco-certification of farms, in addition to promoting and supporting an annual date-palm festival. Overall, the project has contributed to a significant increase in exports and attracted investments from the government to expand the planted area and number of trees and from the private sector in the value chain.
 185. A programmatic approach over a period of time pays dividends. In Latin America, support for national school feeding programmes has been linked to TCPs promoting school gardens and procurement from local family farming. TCPs also supported the development of policies and laws on school gardens and family farming, not only at country level, but also at regional level in Latin America, following Brazil's example (such as in El Salvador, Guatemala, Honduras and Paraguay).
 186. Sustainable, simple solutions that have been scaled up by governments, NGOs and other development partners are viewed as good practice. For example, rooftop gardens in cities, rainwater-harvesting techniques in hill tracts in Bangladesh and water-harvesting techniques in Sudan have led to increased yields.
 187. The promotion of women and youth entrepreneurship has proved to be a good and scalable practice. For example, thanks to TCP support, the Government of Rwanda is now supporting youth involvement in the development of agricultural business entrepreneurship. The TCP won an award at FAO. In Sierra Leone, a women's agribusiness cooperative, linking producers to marketing opportunities and agricultural input dealers, has been scaled up and replicated or used by other donors and international NGOs. WFP has contracted the cooperatives to supply grain to its programmes.
 188. The recent trend of using TCPs to tap into global funds (such as GCF and GEF) should be seen as a positive shift, not only to mobilize resources for FAO, but also to help countries get investment for more significant initiatives to address specific critical issues
 189. The model of technical assistance to control fall armyworm in multiple countries has proved successful. This includes the creation of national task forces (with diverse stakeholders as members), strengthened, sustainable capacity for surveillance and reporting to the Fall Armyworm Monitoring and Early Warning System, and the use of biological control. Many Members have also attracted country-specific donor funding.
 190. The use of the farmer field school (FFS) approach is considered best practice and has been useful for project replication (such as in Haiti, Kenya, India and the Philippines).
 191. The Regional Office for Asia and the Pacific (RAP)'s operational practice in recent biennia has been to calculate TCP allocations (using the allocation criteria) for the Pacific countries, then add to the pot for the Subregional Office for the Pacific Islands (SAP), and give this to the Subregional Office Coordinator (who is also FAOR to 14 countries), so he/she can

decide how to structure the TCPs. This model is seen as best practice. Collectively, there is more flexibility and better project coverage than with individual country allocations. The Regional Office for Latin America and the Caribbean (RLC) is adopting this practice for the Subregional Office for the Caribbean (SLC) in 2020–21.

192. The Regional Office for Latin America and the Caribbean (RLC)'s focus on catalytic effects, programmatic approach and allocation of funds to catalytic projects in 2018–19 and 2020–21 have produced positive results and are seen as good practice. The Regional Office for Asia and the Pacific (RAP), Regional Office for the Near East and North Africa (RNE) and Regional Office for Africa (RAF) also had specific allocations for catalytic projects and/or resource mobilization in 2018–19. The results of these initiatives are evident in the examples in section 3.4.
193. Use of FAO Investment Centre (CFI) expertise by country offices in designing demand-driven, bankable projects and attracting investment is viewed as a good model to replicate, where feasible.⁸⁷ In some cases, it has led to unilateral trust funds for FAO, or a component of a larger project being implemented by FAO. Successful examples were observed in Argentina, Belize, the Dominican Republic, Paraguay, Suriname, Ethiopia, Egypt, Kenya and Bangladesh.
194. While there is a lot of scope to improve work on gender, some of the efforts undertaken by FAO through TCPs should be seen as replicable best practices, for example, women's agribusiness cooperatives, the formulation of gender policies in several countries, and gender disaggregation in agricultural censuses

Lessons learned

Finding 31. Key lessons learned include: i) avoid isolated or stand-alone projects; ii) ensure sustained commitment from government; iii) identify potential investors and synergies (for scale-up/replication) at the project design stage; iv) focus on policy work or align work to bigger initiatives that attract better government, donor and investor attention; v) multisectoral TCPs require more efforts, and are challenging to coordinate and implement; vi) bridging communication/information between implementation unit and policy/decision makers is key for follow-up, and vii) ensure the inclusion of gender and stakeholder analysis and well-formulated logical framework in project design for successful implementation and monitoring purposes.

195. Commitment is required at the ministerial level (the policy- and decision-making/political level) and at the technical level to ensure success, ownership and upscaling. Success also depends on the government's engagement at all stages. Beneficiaries have to be actively involved in the design stage. FAO has to find a way beyond mere discussions with contact officers. Involving government and relevant stakeholders from beginning to the end is critical for sustainable impact. This is typically done in agricultural census projects, which attract funding from donors and governments. However, it does not happen on many projects. Active participation is essential and who participates is also important
196. Government hierarchical structures and bureaucracy can lead to an information vacuum on TCP project(s) between the implementing person/unit and policy/decision makers.

⁸⁷ The apprehension about using the FAO Investment Centre (CFI) and the focus of some FAORs to narrowly look at resource mobilization only for FAO could be deterring collaboration.

- Following up regularly and acting as a communications bridge is critical to ensure scale-up and investment/budget allocation.
197. Ideally, TCPs should not always be designed from scratch, but built on and adapted from success stories and lessons learned. Where feasible, adapt and recycle methodology, training material and guidelines from earlier TCPs in other countries. Focus on projects where FAO has a comparative advantage, which helps to build on successes. If there is a subject matter expert in the region (say, aquaculture or natural resources), capitalize and build on this.
 198. TCPs should not be used for isolated or stand-alone projects. These should be incorporated into larger-scale projects at national or regional level. It is important to look at strategic fit and value addition to a country's larger initiatives and policies. Furthermore, TCPs should not be used for things that can be done well or better by national governments, NGOs or bilateral and multilateral development partners.
 199. Carefully identify and design multisectoral TCPs. The multisectoral approach and inter-ministerial collaboration are essential to the effective achievement of the 2030 Agenda. However, these projects require more effort and are difficult to coordinate, especially when ministries are not used to working together. For example, in Armenia, the collaboration of many ministries was required for the Mountain Development Strategy. This became a bottleneck, as the government was thinking in a sectoral manner and was not prepared for a multisectoral approach. It is not cost effective to undertake a TCP on malnutrition, for instance, with the Ministry of Agriculture without appropriate collaboration. This requires a paradigm shift, both within FAO and from governments (especially ministries of agriculture).
 200. In countries that have large investment projects underway thanks to loans and donor-supported initiatives, TCPs that support policy/regulatory improvement or formulation, or align with bigger projects will attract greater government attention. Discuss TCPs with donors and see how to add value to large ongoing or potential initiatives.
 201. It is essential that FAO have framework agreements in place when talking with international financial institutions. Not having such an agreement with the Asian Development Bank and Islamic Development Bank, for example, has been an impeding factor in leveraging resources for investment in countries such as Tajikistan and Turkmenistan. This may not be specific to TCPs, but affects the catalytic effects of TCPs.
 202. Highly technical projects may not always be appreciated at first, but they produce good results. Donors and governments will eventually come to recognize them and even invest to scale them up (as in the TCP to support business plans in Ethiopia's agro-commodity procurement zone).
 203. Identifying potential investors and synergies at the project preparation stage and keeping them updated during implementation helps to tap into resources for a better sustainable impact.
 204. Avoiding TCP requests with a political agenda which may not be results-oriented, is always a tricky issue best left to the FAOR, especially just before elections. TCPs have been used on occasion to support the political agenda of a particular minister and have not been strategic, which does little to ensure sustainable impact. Things can get more complicated

when a minister approaches the Director-General to request a TCP. This, and other efforts to use FAO as a front to push a political agenda should be avoided in the future⁸⁸ - (e.g., as happened, with Turkey on land tenure and land consolidation).

205. Even if the TCP is in the CPF, it is better to double-check and consider the relevance of and need for the TCP. The CPF may have been prepared a couple of years previously, and the context and government/people may now be different. There is also turnover in FAORs, so interests and outlook may differ.
206. Facilitating inter-country learning opportunities between countries across regions that have similar socio-economic contexts is excellent practice. For example, Haiti has more similarities with Africa than with most Latin American and Caribbean countries. In terms of issues, programming needs and budget constraints, similarities can also be seen between SIDS in the Caribbean and the Pacific.
207. In some regions and countries, bilateral agencies shy away from working with FAO due to its stringent and cumbersome procedures, preferring to work with international NGOs or other bodies. For example, while the European Union is a significant contributor to FAO, it frequently works through Germany's Gesellschaft für Internationale Zusammenarbeit (GIZ).

⁸⁸ It could be in FAOR Manual as guidance note – for example no TCPs six months before election

4. Conclusions and recommendations

4.1 Conclusions

Conclusion 1. Overall, if TCP were not there, it should be invented. It is a crucial instrument for FAO's positioning, visibility and operations in the Member Countries. However, a number of TCPs are isolated small-scale projects that are not linked to larger development impact. It therefore needs to be modernized and repositioned so that a more significant number of TCP projects are catalytic and contribute to sustainable impact. At the same time, TCP should remain country-focused and demand-driven to ensure tangible benefits for Member Countries.

208. TCP is an important tool to bring knowledge to the country. TCP gives FAO a seat at the table and the ability to meet with government and development partners. TCP could be a success if used appropriately for kick-starting bigger initiatives, obtaining catalytic effects, promoting innovation and scaling-up/replicating good practices. However, there is an uneven understanding of the spirit of TCP and catalytic effect among FAORs and governments.
209. Strengthening country office capacity to plan and implement is fundamental. It is also important to ensure that there is the capacity to use TCP in newer areas and, in particular, in support of cross-sectoral work, which is essential for FAO to be an efficient and effective contributor to the SDGs.
210. TCPs can be an important instrument for the Hand-in-Hand Initiative and the UN Reform in working together with partners.

Conclusion 2. The strategic nature of TCP is based on its internal alignment to FAO's Strategic Objectives and Country Programming Frameworks. Alignment to SDG is not a TCP criterion and is not explicit in TCPs. Direct alignment with SDGs gives better linkages to national development plans. This requires FAO and the government to work outside the sectoral silo. (Findings 1, 2, 3 and 4).

211. Linkage to CPF has proven to be useful to ensure the strategic and programmatic nature of the TCP within the country context. However, the extent of being strategic and/or programmatic depends on the quality of the CPF and the initiative of the FAOR.
212. National TCPs are perceived as highly relevant by Member Countries as they are country-driven and aligned to country priorities. Direct alignment with SDGs indicators, for which FAO is custodian or co-custodian, gives more clarity and enhances relevance for governments and requires both FAO and the government to work outside the sectoral silo.
213. Without synergy with ongoing projects (including extra-budgetary projects) and bigger initiatives in the country (including government programmes, bilateral projects and multilateral investments), it is difficult for TCPs to ensure impact.

Conclusion 3. While the regional and interregional TCPs play a particular role in FAO and could be strategic in specific situations, the value addition is not always evident to the Member Countries and country offices and hence perceived as FAO-driven. This limits the likelihood of these TCPs to be catalytic at country level. (Finding 3 and 4).

214. In regional and interregional TCPs, the FAORs and FAO's counterpart in governments are often not well informed or consulted. Nevertheless, they are required for signatures and implementation.
215. Regional TCPs are useful to promote new topics and agendas (e.g., obesity or food loss and waste) that are considered as priorities at regional conferences. Also, regional TCPs have been used for strategic dialogue with regional level institutions. However, their impact at country level has often been difficult to measure.

Conclusion 4. Clarity and understanding about partnerships (including engagement with the private sector) in FAO, with respect to TCP, is uneven, and this hinders partnerships and collaborations in TCP. This is crucial for multisectoral projects. South-South Cooperation and Triangular Cooperation is often not explored and hence rare in TCP, which limits potential leveraging opportunity. (Finding 5).

216. National TCPs are often designed with little collaboration of actors other than counterpart ministry/ministries of the national government. It is essential to have guidelines on partnerships in the TCP context and on how to navigate multisectoral projects when FAO technical divisions and the different government ministries are structured to work in sectoral silos. The guidelines should define private sector – cooperatives, entrepreneurs, small and medium enterprises, and industry.
217. More middle-income countries have become donors (to some extent) and in most cases support other countries in the region. South-South and Triangular Cooperation are untapped potential for subregional/regional/interregional TCPs.

Conclusion 5. Since the decentralization of TCP in 2010, fund allocation to the countries has been more assured and transparent, primarily due to the well-defined criteria and rationale introduced by regional offices. The recent introduction of special funds, within the regional allocation, for projects with a potential catalytic effect is a good practice. (Finding 7 and 8).

218. Since 2018-19 all regions have well-defined criteria to allocate resources to the countries taking into consideration the needs. About 70 to 80 percent of the regional TCP appropriation is allocated to the countries.
219. The unused funds from countries are redistributed during the latter half of the second year of the biennium to other countries (on a first-come-first-serve basis)⁸⁹ within the respective regions.

Conclusion 6. While checks and balances are necessary, the 'size neutral' FAO Project Cycle procedures make TCP process heavy, thereby increasing transaction costs. FAO bureaucracy in approvals, procurement and recruitment, affects the efficiency and timeliness of TCPs. (Finding 9, 10, 11, 12 and 13).

220. FAO bureaucracy contributes to delays in start-up, implementation and project closure for TCPs and leads to slow delivery and extension of most projects. Delays also affect follow-up, if any, to link to government budget cycles and donor programme cycles.

⁸⁹ This is related to over-programming – usually done through a competitive call by respective regional offices.

221. Some project structures, mechanisms and processes are not practical. The Project Task Force, which is mostly on paper, and requires to include headquarters Technical Officers related to the project's subject matter. In most TCPs, headquarters Technical Officers are not involved, yet it is a requirement to start the project.⁹⁰
222. While TCP processes have been improved and reporting templates and project documentation simplified especially during 2018-19, more radical simplification is required for TCPs to be efficient. It is important to differentiate the process for smaller (and more numerous) TCPs and other larger trust fund and extra-budgetary projects.

Conclusion 7. Inadequate quality assurance on project design to ensure results-based management with a well-defined theory of change and measurable indicators hinders TCP effectiveness and sustainable impact. This is compounded by an uneven understanding of results-based management in the TCP context. (Findings 6, 10, 14 and 29).

223. The design of many TCP projects is over-ambitious given the timeline and budget available. They also lack a clearly defined theory of change or logical framework. Indicators are often not adequately defined and, when defined, lack baseline and/or targets. Some regions have taken the initiative to ensure robust quality assurance at the project design stage, but there is room for major progress in this area.
224. Additionally, the use of existing stakeholder analysis and gender analysis, which are critical for project design, is not evident in many TCP concept note/project proposals.⁹¹ (Findings 6).⁹²
225. The issue is also partly because the TCP criteria while requiring relevance, alignment and sustainable impact, does not cover short-term/intermediate results and catalytic effect. Furthermore, TCP criteria are not always well understood and/or uniformly interpreted by FAORs.

Conclusion 8. Lack of an institutional mechanism and system for systematic monitoring of results/outcomes, follow-up and learning limits FAO's ability to report, improve, communicate and promote TCP achievements and impact at various levels. (Findings 14, 15, 29 and 31).

226. Outcomes take time and could be beyond the TCP project timeline and the biennium. Except for CPEs that capture TCP results to varying extent, there is no institutionalized monitoring mechanism to capture TCP results/outcomes at any level. Several evaluations have also highlighted the lack of a monitoring mechanism to track the catalytic effect as a major constraint.
227. There is also no mechanism in FAO to follow-up on TCP projects after the project has been closed. Even when done, it is more of an isolated personal effort. This is also linked to the fact that there is no practice of preparing exit strategy in TCP projects.

⁹⁰ It was informed during the finalization of the report, that in the August 2020 simplification of the process, headquarters Technical Officer requirement to start the project has been removed.

⁹¹ It was noted during final revisions of the report that going forward it is now part of the concept note and not the proposal.

⁹² There is no methodology developed in FAO to conduct a stakeholder analysis and gender analysis that are commensurate to the actual value of TCP.

228. Finally, even though FAO is a knowledge organization, there is no institutionalized mechanism to capture, aggregate and disseminate/share best practices and lessons learned from TCP projects to the Member Countries, development partners, and systematically include them in FAO programmes.

Conclusion 9. Understanding of catalytic effect and its importance to TCP's success is uneven in FAO, and this has led to limited leveraging/scaling-up/replication and/or multiplier effect. (Findings 16 to 27).

229. The catalytic effect is fundamental to have a sustainable impact. Some TCPs have been catalytic and have led to improvements in farming practices adopted by a significant number of farmers/smallholders, positive changes in the agriculture sector due to development or revisions to policy/law/regulations, strengthened institutional capacities currently functioning, improved market efficiency and/or access to new markets (including value chain development), resource mobilization leading to bigger initiatives, and timely meeting of critical gaps during emergencies. (Findings 16 to 26).
230. In addition to the government budget, investments/grants for bigger initiatives have primarily come from the European Union, World Bank and IFAD, and more recently through GEF and GCF funding. Countries in certain regions and different income countries have been successful with specific donors/international financial institutions (Findings, 20, 21, 22, and 23). At the same time, FAO has not been as successful in having synergies through TCPs with regional international financial institutions (African Development Bank, Asian Development Bank, Caribbean Development Bank and Inter-American Development Bank) and most bilateral agencies. This also has led to a lack of/inadequate synergies with extra-budgetary projects funded by bilateral agencies. Emerging and non-traditional donors/investors have also not been explored.

Conclusion 10. There is a need for FAO to both maximize internal enabling factors and minimize internal hindering factors due to its rules, process and procedures to facilitate catalytic effect and sustainable impact of TCPs in the Member Countries. (Findings 28 and 29).

231. FAO needs to leverage its comparative advantage and ensure that the FAORs are forward-looking and strategic thinkers; country offices have a good understanding of TCPs to sensitize the government, while developing synergies with partners, including bilateral and multilateral agencies and having timely access to appropriate expertise from within FAO.
232. In addition to simplification processes and procedures, ensuring good project design is critical for adequate capacity at the country offices and to avoid stand-alone or repeating projects. Inadequate/lack of follow-up after TCP closure is an important step for catalytic effect. It is also important to communicate about TCP at the design and implementation stages and also after closure with development partners and government at the policy level.

4.2 Recommendations

Recommendation 1. FAO should transform TCP to be more strategic, as a facilitative instrument of the Organization to support the Member Country with technical assistance to achieve the 2030 Agenda.

233. In order to fulfil this recommendation, the actions to be undertaken should include:
- i. Make the alignment of and contribution explicitly to specific SDG target as a TCP criterion. This will ensure the alignment of TCPs to specific SDG targets and/or SDG indicators for which FAO is the custodian/co-custodian. The secondary alignment will be to Strategic Objectives and CPF.
 - ii. Ensure TCP assistance is for specific aspects/components of national policies, plans, strategies or flagship programmes in the country. This will enhance relevance of TCP. The request from Member Country should exactly indicate the technical need for overall or for specific aspect(s)/component(s) of the national policies, plans and programmes. Avoiding a stand-alone project is critical.
 - iii. Consult and discuss with FAORs and governments while designing regional and interregional TCPs. This will facilitate synergies and complementarity of the regional and interregional TCPs and enhance relevance of this instruments.
 - iv. Develop guidelines for new partnerships and strategic collaborations as a means to contribute to sustainable impact. This includes exploring partnerships with research institutions, universities and NGOs, as appropriate, in addition to the private sector engagement. Guidelines will ensure that there is a common understanding of partnerships within FAO in the TCP context.
 - v. Encourage multisectoral projects and inter-ministerial collaborations as part of the partnership TCP criterion in the SDG context.
 - vi. Take advantage of the Hand-in-Hand Initiative to leverage partnerships and collaborations.
 - vii. Explore South-South and Triangular Cooperation to leverage the catalytic effect, primarily through regional TCPs, besides strengthening and increasing the number of joint programming with UN agencies through TCPs.

Recommendation 2. FAO should make concrete efforts to increase the number and proportion of TCP projects that have a catalytic effect from the current levels.

234. The following actions are required.
- i. Make catalytic effect as an explicit TCP criterion. This is fundamental.
 - ii. Sensitize internally within FAO and then the governments (through country offices/FAORs) about the spirit and intention of TCPs and how it should be catalytic. Having guidance (definition and notes/examples) on what catalytic effect means will ensure common understanding to be certain that the requests from the government and TCPs are designed appropriately.

- iii. Member States to take responsibility to ensure requests are appropriate to improving progress towards national development priorities and achievement of SDG indicators/targets. This includes commitment and ownership (at political, policy and technical level), including national budget support for scaling-up, catalytic effect and sustainable impact. Avoiding requests to push political agenda and ensuring inter-ministerial collaboration for multisectoral projects is critical.
- iv. Ensure appropriate guidance material and support to country offices in preparing GEF/GCF concept notes/proposals, using TCPs, to boost success rate, especially for countries that have never tapped into these global funds.
- v. Identify synergy with potential investors and/or seeking Investment Centre (CFI) expertise, as applicable, based on demand, at the project design stage. Stepping-up efforts to leverage investments from regional international financial institutions and bilateral agencies should also be taken up at the corporate-level (regional office and headquarters, as relevant). Communicating/promoting TCP results/synergies to development partners and government is critical.
- vi. Explore and engage non-traditional and emerging donors/investors (at regional office and headquarters level) to leverage investments innovatively, including many middle-income and new high-income countries.

Recommendation 3. FAO has to simplify TCP in terms of processes, procedures and structures to enhance efficiency and effectiveness and reduce transaction costs.

235. Actions required include:

- i. Differentiate and streamline the process for TCP (with a considerably reduced number of steps and layers of approvals) within the Project Cycle framework – for example, the approvals of political sensitivity, SO alignment and environmental and social screening, between the concept note and project proposal, in addition to revisiting the need for both a concept note and a project proposal for TCP projects.⁹³
- ii. Limit the core members of the Project Task Force to those who are actually involved in the projects, in addition to making headquarters Technical Officers optional for TCP projects⁹⁴ (i.e., it should not be a requirement to start the process).
- iii. Continue to revamp the efforts to ensure timely adequate/appropriate expertise is made available to TCP project teams when most needed.⁹⁵

⁹³ During the finalization of this report, it was brought to the evaluation team's attention that the new guidelines of August 2020 have addressed the issues of political sensitivity and Strategic Objective alignment. The team has not seen the new guidelines.

⁹⁴ It was noted during final revisions of this report that this has been incorporated in the recently revised project cycle guide (August 2020). The evaluation team has not seen the document or communication.

⁹⁵ The issue has been raised in 2019 Audit report.

Recommendation 4. FAO should establish institutionalized mechanisms for monitoring of TCP results, follow-up on the catalytic effects of TCP after project closure, and systems for capturing and reporting best practices and lessons learned.

236. The following actions are recommended:
- i. Create a monitoring system to track outputs and outcomes of TCP projects, including progress against baseline and targets with the ability to report the number of TCP projects achieving outputs and targets. For aggregation of results at higher level, use of standardized indicators could be explored.
 - ii. Assess outcomes and impact, systematically and periodically (beyond CPEs). Self-evaluations by project teams or *ex post* evaluation at decentralized levels could be explored and institutionalized, as feasible.
 - iii. Institutionalize a mechanism for follow-up of TCPs after project closure, which could be linked to exit strategy. Follow-up would ensure aggregating and reporting of catalytic effect at various levels and also ensuring fit into the national budget cycle.
 - iv. Establish a system to capture, aggregate and disseminate/share best practices and lessons learned from TCP projects to the Member States, development partners and within FAO. The system should be facilitating inter-country (across regions) learning opportunities and interactions on TCPs.
 - v. With PROMYS development and implementation delayed, appropriate modifications could be made in FPMIS to allow for some of the suggested actions above.⁹⁶

Recommendation 5. FAORs and Lead Technical Officers need to improve their understanding to ensure result-based management and the quality of the TCP project design.

237. Actions to be taken include:
- i. FAO (at headquarters or regional office level) should introduce an ongoing training course (online and/or in-person) to ensure well-defined theories of change and/or logical frameworks for TCP projects.
 - ii. Implement a robust quality assurance mechanism at the regional office level to ensure project design quality, including causal linkages, plausibility and measurable indicators with baseline and targets, in addition to ensuring linkages to national objectives and SDG targets/indicators.
 - iii. Ensure stakeholder analysis and gender analysis are used while designing a TCP project.

⁹⁶ PROMYS is FAO's new system to manage projects. Discussions reported that there is scope to modify and tailor FPMIS.

Recommendation 6. The following actions are recommended:

- i. Make sure the criteria for allocation balances 'need' and 'potential'. Countries should not be penalized for their ability to mobilize investments/grants and/or attract government budgets.
- ii. Have special funds for projects with a catalytic effect at regional office level to push the importance of this aspect to countries.
- iii. Re-allocate unused regional TCP funds to the countries within the region if regional office is not able to identify/design an adequate number of TCPs that can produce a catalytic effect during the first 12 months of the biennium.

Recommendation 7. If FAO is able to have an increased number and/or proportion of TCP projects that have catalytic effect, which *inter alia* require the full implementation of the six recommendations, Governing Bodies may consider an increase in appropriation in increments to enable FAO to provide adequate technical assistance to the Member Countries in better-achieving the 2030 Agenda.⁹⁷

238. FAO could also explore if additional funds specifically for TCP could be mobilized to add to the TCP appropriation allocated from the Regular Programme budget – for example, from a foundation or a donor agency (traditional or non-traditional).⁹⁸

⁹⁷ Conference Resolution 9/89 adopted to restore to former level of 14 percent of the Regular Programme Budget and if feasible increase to 17 percent.

⁹⁸ In the past a special contribution of USD 30 million by the Government of Italy was received in 1989.

Evaluation Questions

To what extent are TCP projects strategic and/or programmatic, and how relevant and effective are TCPs in meeting country/regional needs?

How effective are fund allocation and distribution to countries? What are the criteria?

At country level, how do TCP project governance and management contribute to operational efficiency and effectiveness?

Findings

- F1. TCPs are strategically aligned to FAO Strategic Objectives (SOs) and Country Programming Frameworks (CPFs). However, alignment with and contribution to the SDGs and the SDG indicators for which FAO is custodian is neither explicit nor required by the TCP criteria.
- F2. The TCP is considered to be programmatic because of its links to the CPF, so its success largely depends on the quality of the CPF, how it is implemented by the Country Office (CO) and, to some degree, the guidance given by the Regional Office (RO).
- F3. At country level, regional and inter-regional TCPs are perceived as less strategic and more FAO-driven.
- F4. National TCPs are highly relevant to the Member countries as they are country-driven and aligned with national priorities. Regional and inter-regional TCPs are perceived relatively not as relevant at the country level. Emergency interventions were on the other hand rated as very relevant, especially in terms of kick-starting urgent support.
- F5. There are inadequate and varying degrees of understanding of partnerships, and this requires additional guidance (including about the private sector), specifically in relation to TCPs. It is a TCP criterion that is not addressed well in proposals and projects.
- F6. Gender markers indicate 32 percent of projects are mainstreamed. However, there are consistency issues with gender markers. Neither is gender analysis done nor is reference to existing gender analysis made at project design. There is also no assessment of the effectiveness of gender mainstreaming in TCP projects.
- F7. Since the 2018-19 biennium, all regions have well-defined criteria for TCP fund allocation to countries within their respective regions. The criteria and rationale may vary among regions. Most regions have introduced a special fund to encourage projects leading to catalytic effect/resource mobilization.
- F8. Countries are generally satisfied with the post-decentralization allocation process and amounts received. They are also able to access redistributed unused funds.
- F9. Project structures prescribed by the FAO Project Cycle, such as the Project Task Force (PTF) and Headquarters Technical Officer (HQTO), are primarily on paper for most TCP projects. The concepts were appreciated, but in practice not perceived as an essential requirement (except in FPMIS) to implement TCP successfully.
- F10. Project implementation days have been decreasing, and the gap between proposed and actual days of implementation has narrowed over time. However, project approvals mostly done at Regional Offices and closures done at headquarters take a lot of time, affecting the efficiency of TCPs.
- F11. Start-up delays and FAO bureaucratic processes, especially in the recruitment of consultants and procurement, leads to low delivery in the first year of the biennium.
- F12. TCP project budgets have reduced, and more TCP projects are being done.
- F13. FAO's Project Cycle Management (PCM), which is size neutral, makes TCP process-intensive, thereby increasing the transaction cost.
- F14. Monitoring is focused on budget utilization and project delivery. There is no institutionalized mechanism in FAO to monitor and report on outcomes, and the impact of the TCP project in a systematic manner. This includes not capturing best practices and lessons learned. There is no systematic follow-up of catalytic effect after a TCP project is closed.
- F15. FAO has no mechanism to systematically assess the effectiveness of TCP, periodically, except when CPEs are conducted. A catalytic effect is fundamental to the effectiveness of TCPs but is not an explicit TCP criterion and, until recently, not even defined by FAO.

Conclusions

- C1. Overall, if TCP were not there, it should be invented. It is a crucial instrument for FAO's positioning, visibility and operations in the Member countries. However, a number of TCPs are isolated small-scale projects that are not linked to larger development impact. It therefore needs to be modernized and repositioned so that a more significant number of TCP projects are catalytic and contribute to sustainable impact. At the same time, TCP should remain country-focused and demand-driven to ensure tangible benefits for the Member countries.
- C2. The strategic nature of TCP is based on its internal alignment to FAO's SOs and CPFs. Alignment to SDG is not a TCP criterion and is not explicit in TCPs. Direct alignment with SDGs gives better linkages to national development plans. This requires FAO and the Government to work outside the sectoral silo.
- C3. While the regional and inter-regional TCPs play a particular role in FAO and could be strategic in specific situations, the value addition is not always evident to the Member States and COs and hence perceived as FAO-driven. This limits the likelihood of these TCPs to be catalytic at country level.
- C4. Clarity and understanding about partnerships (including engagement with the private sector) in FAO, with respect to TCP, is uneven, and this hinders partnerships and collaborations in TCP. This is crucial for multi-sectoral projects. South-South cooperation and triangular cooperation is often not explored and hence rare in TCP, which limits potential leveraging opportunity.
- C5. Since the decentralization of TCP in 2010, fund allocation to the countries has been more assured and transparent, primarily due to the well-defined criteria and rationale introduced by ROs. The recent introduction of special funds, within the regional allocation, for projects with a potential catalytic effect is a good practice.
- C6. While checks and balances are necessary, the 'size neutral' FAO project cycle procedures make TCP process heavy, thereby increasing transaction costs. FAO bureaucracy in approvals, procurement and recruitment, affects the efficiency and timeliness of TCPs.
- C7. Inadequate quality assurance on project design to ensure results-based management with a well-defined theory of change and measurable indicators hinders TCP effectiveness and sustainable impact. This is compounded by an uneven understanding of results-based management in the TCP context.
- C8. Lack of an institutional mechanism and system for systematic monitoring of results/outcomes, follow-up, and learning limits FAO's ability to report, improve, communicate and promote TCP achievements and impact at various levels.

Recommendations

- R1. FAO should transform TCP to be more strategic, as a facilitative instrument of the organization to support the Member country with technical assistance to achieve the 2030 Agenda.
- R2. Allocation to countries by Regional Offices should remain transparent and criteria should be revisited, as relevant.
- R3. FAO has to simplify TCP in terms of processes, procedures and structures to enhance efficiency and effectiveness and reduce transaction costs.
- R4. FAO should establish organizational mechanisms to monitor TCP results and to follow up on the catalytic effects of TCP projects after closure, as well as systems to capture and report best practices and lessons learned.
- R5. FAOs and LTOs need to improve their understanding to ensure result-based management and ensure the quality of the TCP project design.

How instrumental have TCP projects been in achieving catalytic effects and to what extent have they had a sustainable impact?

What are the factors enabling and/or hindering TCP success in terms of catalytic effect and sustainable impact?

What are the best practices and lessons learned from TCP projects?

F16. Some of the TCPs that have provided assistance for improving farming practices have scaled-up/replicated due to the Government support through agricultural extension system and budget and/or through donor funding and/or financing by international financial institutions.

F18. TCPs have been instrumental in strengthening national coordination mechanisms and/or inter-ministerial collaboration, national capacity in pest and disease control, information systems, national agricultural extension systems, and statistical capacity and institutions beyond ministry of agriculture. Strengthened institutional capacities have attracted donor/government investments/grants for sustainability and continuity. However, in several instances, capacity development has not been institutionalized due to a lack of follow-up.

F20. TCPs have co-financed and/or been instrumental in leveraging EU projects in all regions and in LICs and MICs; however, it is more likely in countries in Africa region and/or in LICs and LMICs.

F22. TCPs have facilitated access to Green the Climate Fund (GCF) for FAO and the countries through the preparation of concept notes and proposals in all regions (except in the Near East and North Africa) and in LICs and MICs. Countries in Latin America and the Caribbean have been the most successful, followed by Asia and the Pacific, and Africa regions. LMICs and UMICs have been more successful in tapping into GCF finance.

F24. FAO has used TCPs to a limited extent to leverage resources from regional international financial institutions, bilateral agencies and joint programming.

F26. Timely assistance to meet critical gaps have been addressed through both emergency and development TCPs. TCPs in emergency response contexts have ensured early warning and action, provided surveillance, informed governments, established national task forces and attracted donor funding.

F28. Key enabling factors include government ownership, commitment and allocation of budget to scale-up/replicate; FAO's comparative advantage; strategic thinking and dynamic FAORs; synergies with bilateral and multilateral organizations/IFIs in the country; ideas and concepts that readily attract investments; leadership from Regional Offices and appropriate technical experts who are aware of country context and needs.

F30. Best practices include: ensuring synergies with national initiatives; multi-stakeholder (including the private sector) and inter-ministerial collaboration; tapping into global funds; a programmatic and holistic approach; sustainable, simple solutions that scale-up; and the use of Investment Centre expertise.

F31. Key lessons learned include: a) avoid isolated or stand-alone projects; b) ensure sustained commitment from government; c) identify potential investors and synergies (for scale-up/replication) at the project design stage; d) focus on policy work or align work to bigger initiatives that attract better government, donor and investor attention; e) multisectoral TCPs require more efforts, and are challenging to coordinate and implement; f) bridging communication/information between implementation unit and policy/decision-makers is key for follow-up, and g) ensure the inclusion of gender and stakeholder analysis and well-formulated logical framework in project design for successful implementation and monitoring purposes.

F17. TCPs have provided technical assistance to formulate and update policies, laws, regulations, and strategies and, in some instances, have contributed to and facilitated changes to further positive development activities and investments.

F19. TCPs have facilitated the development of value chains, youth entrepreneurship and enterprises and women's cooperatives addressing market barriers in few countries across all regions and income categories of countries.

F21. FAO has used TCPs to prepare proposals to access Global Environment Facility (GEF) funding in all regions and in LICs and MICs. Countries in Latin America and the Caribbean, Asia and the Pacific and Africa regions and LMICs and UMICs have been more successful in accessing GEF funding.

F23. TCPs have formed the basis for input to or led to larger initiatives/scale-up financed (loans to government) by the World Bank and/or International Fund for Agriculture Development (IFAD). In several cases, FAO has benefited through UTFs to provide technical assistance. Countries in Africa and Asia and the Pacific regions, and LICs and LMICs have been more successful in using TCPs to leverage/contribute to bigger initiatives through the World Bank/IFAD investment.

F25. TCPs have been instrumental in government investment in large sectoral projects, mostly in LMICs and to some extent in UMICs leading to UTFs for FAO. TCPs have contributed to accessing funding from Global Agriculture and Food Security Programme (GAFSP) in Asia and the Pacific region to help governments invest in bigger initiatives.

F27. The leverage of investments through TCPs varies among countries. Some countries may not leverage any investments in multiple biennia.

C9. Understanding of catalytic effect and its importance to TCP's success is uneven in FAO, and this has led to limited leveraging/scaling-up/replication and/or multiplier effect.

C10. There is a need for FAO to both maximize internal enabling factors and minimize internal hindering factors due to its rules, process and procedures to facilitate catalytic effect and sustainable impact of TCPs in the Member States.

R2. FAO should make concrete efforts to increase the number and proportion of TCP projects that have a catalytic effect from the current levels.

R7. If FAO is able to have an increased number and/or proportion of TCP projects that have catalytic effect, which inter-alia require the full implementation of the six recommendations, Governing bodies may consider an increase in appropriation in increments to enable FAO to provide adequate technical assistance to the Member States in better-achieving the 2030 Agenda.

Assessment of the evaluation questions	Potential impact	Urgency (years)
Negative	High	1 🕒 <0.5
Mixed	Medium	2 🕒 0.5-1
Positive	Low	3 🕒 1-2

F28-31 are overarching findings, contributing to all recommendations.

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Appendix 1. People interviewed

Last name ⁹⁹	First name	Role	Division
FAO HEADQUARTERS			
Bechdol	Beth	Deputy Director-General	DDCB
Boerger	Vera	Land and Water Officer	NSL
Boero	Veronica	Statistician	ESS
Brandstrup	Nina	Senior Programme Officer	PSD
Bullon	Carmen	Legal Officer	LEGN
Burgeon	Dominique	Director (previous SP5 Leader)	OER
Chaperon	Christine	Special Assistant to DDG	DDCT
Chaya	Mona	Deputy Strategic Programme Leader (previous Deputy SP2 Leader)	DDCT
Crawford	Beth	Director	OSP
Dabrundashvili	Tea	Land Tenure Officer	PSUL
Dale	Daniel	Land Management and Tenure Officer	NSL
Damiani	Federica	Senior Advisor	DDCT
Dan	Gustafson	Special Representative of the Director-General	ODG
Davis	Benjamin	Director (previous SP3 Leader)	ESP
DeAngelis	Egle	Programme Assistant	DDSS
Djagoudi	Moussa	Investment Support Officer (Outposted in Côte d'Ivoire)	CFI
ElKhoury	Wafaa	Chief	CFI
Fonweban	JohnNgong	Forestry Officer	NFO
Glinni	Ariella	Food Security Officer	DDCT
Gujral	Aruna	Strategy and Planning Officer	OSP
Gurkan	Ceren	Food Security Officer	DDCT
Hadhri	Fathi	Programme Officer	PST
Hagiwara	Takayuki	Chief	CFI
Hendrickson	Cary	Programme Officer	PSR
Karel	Callens	Deputy Director (previous Deputy SP1 Director)	DDCT
Kielczewska	AnnaMaria	Programme Assistant	OER
Maltsoglou	Irini	Natural Resources Officer	OCB
Manssouri	Mohamed	Director	CFI
Marchesich	Rosanne	Senior Emergency and Rehabilitation Programme Officer	OER
Mascaretti	Alberta	Chief	CFI
Miao	Weimin	Aquaculture Officer	NFI
MoralesOpazo	Cristian	Senior economist	ESA
Morrison	Jamie	Director (previous SP4 Leader)	ESF
Muminjanov	Hafiz	Agriculture Officer	NSP
Mwangi	Terence	Programme Analyst	OSP
Nguingui	JeanClaude	Forestry Officer	NFO
Oqvist	Charlotta	Senior Strategy and Planning Officer	OSP

⁹⁹ Alphabetically by surname

Last name⁹⁹	First name	Role	Division
Ouedraogo	Eloi	Statistician	ESS
Owani	Jimmy	Emergency and Rehabilitation Programme Officer	OER
Preissing	John	Deputy Director	CFI
Ridolfi	Roberto	Assistant Director-General	ADG
Santacoloma	Pilar	Agri-food System Officer	ESN
Sessa	Reuben	Natural Resources Officer	OCB
Shono	Kenichi	Forestry Officer	NFO
Stone	Julia	Programme Officer	PSS
Thomas	Laurent	Deputy Director-General	DDCT
ToreroCullen	Maximo	Chief Economist	DDCE
Voortman	Uwe	Programme Officer	PSS
AFRICA			
FAO Regional Office for Africa (RAF)			
Bahama	Jean	Plant Production and Protection Officer	RAF
Berrahmouni	Nora	Senior Forestry Officer	RAF
BrownHall	Jocelyn	RAF Deputy Regional Representative, Zimbabwe FAOR ad interim, Ghana FAOR	RAF
Conforti	Jacques	Emergency Programme Officer	RAF
Freeman	Ade	Regional Programme Leader	RAF
HaileGabriel	Abebe	ADG/Regional Representative	RAF
Krifsa	Suela	Programme Officer (TCP)	RAF
Newman	Scott	Senior Animal Health and Production Officer	RAF
N'Goma-Kimbatsa	Paul	Statistician	RAF
Nikiema	Albert	Natural Resources Officer	RAF
NyarkoBadohu	KwamiDzifanu	Senior Field Programme Officer	RAF
Nzeyimana	Valere	Senior Water Development and Management Officer	RAF
Osman	Anisah	Programme Officer	RAF
Pozarny	Pamela	Senior Rural Sociologist	RAF
Sukati	Mphumuzi	Senior Food and Nutrition Officer, Officer in Charge FAO Togo	RAF
FAO Subregional Offices for East Africa (SFE), Central Africa (SFC), Southern Africa (SFS) and West Africa (SFW)			
Abang	Mathew	Plant Production and Protection Officer	SFS
Ager	Martin	Land and Water Officer	SFE
AwDahir	Mohamed	Senior Officer (Programme and Partnership)	SFE
Beraki	Yergalem	Food Security Officer	SFE
Biaou	Cyprien	Programme Officer	SFC
Caprazli	Kafkas	Statistician	SFE
Dossa	Codjo	International Specialist Consultant in Horticulture and Nutrition	SFC
Guei	Gouantoueu	SRC and FAOR in Senegal	SFW
Hladka	Barbora	Agribusiness Officer	SFS
Hoto	Patience	Nutritionist	SFS
Kilawe	Edward	Forestry Officer	SFS
Mamadoultaibou	Aissa	Nutrition Officer	SFC
Mhlanga	Nomathemba	Agribusiness Officer	SFE

Appendix 1. People interviewed

Last name⁹⁹	First name	Role	Division
Muteia	Helder	SRC and FAOR for Gabon and Sao Tome and Principe	SFC
Ngandji	Michel	Field Programme Support and Monitoring Officer (in charge of Gabon and Sao Tome and Principe)	SFC
Nondah	Tristan	Plant Production and Protection Officer	SFS
Phiri	David	SRC and FAOR to the African Union and the United Nations Economic Commission for Africa	SFE
Rurangwa	Eugene	Land and Water Officer	SFW
Sanou	Dia	Nutrition Officer	SFE
Sosa	Orlando	Agriculture Officer	SFE
Taoko	Adama	Policy Officer	SFC
VanDerKnaap	Martinus	Fishery and Aquaculture Officer	SFE
Woldemichael	Mesfin	Field Programme Support and Monitoring Officer	SFE
FAO Country Offices			
Adjei	Benjamin	Assistant FAOR	FAOGH
Bancie	SaeedAbubakar	FAOR	FAOER
Bangura	Abdulai	National Project Coordinator (Green Jobs)	FAOSL
Brou	Landry	Emergency and Rehabilitation Officer	FAONE
Chikoko	Mercy	Nutrition Officer	FAOZA
Chindove	Rudo	Programme Assistant	FAOZW
Dlamini	Trish	Office Assistant	FAOZW
Gbehounou	Gualbert	FAOR	FAORW
Genot	Luc	Deputy FAOR	FAONE
Hove	Lewis	Officer in Charge, FAO Lesotho	FAOZA
Jateno	Workicho	SC RI1 Team Leader and Rural Development Officer	FAOET
Magunda	Douglas	Evaluation Specialist	FAOET
Maiga	Attaher	FAOR	FAONE
Mamiharivelo	Victor	Programme Associate	FAOMG
Mfote	David	Assistant FAOR	FAOZW
Mohammed	Rukiya	Office Assistant	FAOET
Momoh	Gbessay	National Project Consultant	FAOSL
Moustache	Antoine-Marie	National Coordinator	FAOMG
Mugara	Tendai	Monitoring and Evaluation Specialist	FAOZW
Muhigirwa	Louis	Emergency Programme Officer	FAOMG
Muhinda	Otto	Assistant FAOR	FAORW
N'Diaye	Mansour	FAOR	FAOTD
Nthimo	Mokitinyane	Assistant FAOR	FAOLS
Sanidanya	Adamu	Project Officer – TCP/SIL/3702	FAOSL
Sarr	Makhfousse	Assistant FAOR	FAOSN
Seid	Fatouma	FAOR	FAOET
Sorto	Mahamat	Assistant FAOR	FAOTD
Takavarasha	Tobias	FAOR Ad Interim	FAOKE
Talla	Patrice	FAOR Seychelles (residing in Madagascar)	FAOMG
Teklemariam	Asghedom	National Project Officer	FAOER
Tipo	Nyabenyi	FAOR	FAOSL
Touza	Ana	FAOR	FAOCV

Last name ⁹⁹	First name	Role	Division
Zimudzi	Farayi	FAOR	FAONA
ASIA AND THE PACIFIC			
FAO Regional Office for Asia and the Pacific (RAP)			
Anand	Sanjeev	Programme Officer	RAP
Bennett	Anthony	Senior Food System Officer	RAP
Damen	Beau	Natural Resources Officer	RAP
DeBalogh	Katinka	Senior Animal Production Health Officer	RAP
Dharmapuri	Sridhar	Senior Food Safety and Nutrition Officer	RAP
Dubey	Sangita	Senior Statistician	RAP
Ferrand	Pierre	Agriculture Officer	RAP
GalvezNogales	Eva	Agriculture Officer	RAP
Hofer	Thomas	Senior Forestry Officer	RAP
Kim	Jongjin	Deputy Regional Representative	RAP
Li	Xuan	Senior Policy Officer	RAP
Moore	Allison	Senior Field Programme Officer	RAP
Nampanya	Sonevilay	Livestock Development Officer	RAP
Yanoma	Yukitsugu	Policy Officer	RAP
Yao	Xiangjun	Regional Programme Leader	RAP
FAO Subregional Office for the Pacific Islands (SAP)			
Aliyeva	Rasmiyya	Statistician	SAP
DumaineLaulusa	Louison	Programme, Monitoring and Evaluation Specialist	SAP
Hibi	Eriko	SRC and FAOR Fiji (residing in Samoa)	SAP
Lameta	Auguste	Programme Associate	SAP
Lam	Fiasili	Policy Officer	SAP
FAO Country Offices			
Ahuja	Vinod	FAOR	FAOMN
Aqa	Mohammad	Assistant FAOR	FAOAF
Aryal	Rajendra	FAOR	FAOAF
Chavva	Konda	Assistant FAOR	FAOIN
Das	Anil	National Consultant Programme	FAOBD
Fu	Rong	Programme Officer	FAOCN
Huynh	Alexandre	FAOR	FAOKH
Khondaker	Nur	Assistant FAOR	FAOBD
Mandal	Bir	Deputy FAOR	FAOKP
Mol	Victor	Programme Officer	FAOID
Naher	BegumNurun	National Operations Officer	FAOBD
Nartayeva	Botagoz	Programme and Partnership Specialist	FAOBD
Noor	Arzoo	National Programme Analyst	FAOAF
Oum	Kosal	Assistant FAOR	FAOKH
PalisDuran	Tamara	Assistant FAOR	FAOPH
PramanayakaMudunminige	Chandana	International Field Programme Specialist	FAOKP
Rudgard	Stephen	FAOR Indonesia	FAOID
Shichiri	Tomio	FAOR	FAOIN
Siraj	Moeen-uddin	National Operations Officer	FAOAF
Young	Joann	Assistant FAOR	FAOFJ

Zhongjun	Zhang	Assistant FAOR	FAOCN
EUROPE AND CENTRAL ASIA			
FAO Regional Office for Europe and Central Asia (REU)			
Fakava	Viliami	Plant Production and Protection Officer	REUT
Winkler	Norbert	Forestry Officer	REUT
Hartvigsen	Morten	Land Tenure Officer	REU
Jehle	Raimund	Regional Programme Leader, FAOR Armenia/Moldova	REU
Kozhuharova	Gordana	Programme Specialist	REU
Kvinikadze	Giorgi	Statistician	REU
Raizman	Eran	Animal Production Officer	REU
Rakhmanin	Vladimir	ADG/Regional Representative	REU
Santivanez	Tania	Agriculture Officer	REU
Stavrik	Goran	Programme Officer (TCP)	REU
Zvyagintsev	Dmitry	Policy Officer	REU
FAO Subregional Office for Central Asia (SEC)			
Gutu	Viorel	SRC and FAOR in Turkey, Ad Interim FAOR Kyrgyzstan	SEC
MarjaniZadeh	Sara	Land and Water Officer	SEC
Obara	Keigo	Food Security Officer	SEC
Sungur	Guher	Field Programme Support and Monitoring Officer	SEC
FAO Country Offices			
Bekbolotova	Salima	Monitoring and Evaluation/Administrative Assistant	FAOKG
Guchgeldiyev	Oleg	FAOR	FAOTJ
Kim	Yein	Programme Assistant	FAOKG
Mamadazizova	Sabzbahor	Project Assistant	FAOTJ
MiticArsova	Kristina	National Team Leader/Legal Adviser	FAOMK
Nasoyan	Gayane	Assistant FAOR	FAOAM
Robu	Tudor	Assistant FAOR	FAOMD
Saidov	Parviz	Finance Officer	FAOTJ
Toktomametova	Jyldyz	DRR Specialist	FAOKG
Ulankyzy	Kanykei	Administrative Assistant	FAOKG
LATIN AMERICA AND THE CARIBBEAN			
FAO Regional Office for Latin America and the Caribbean (RLC)			
Beduschi	Luiz	Policy Officer	RLC
Berdegue	Julio	ADG/Regional Representative	RLC
Bunning	Sally	Senior Policy Officer	RLC
Caipo	Marisa	Food Safety and Quality Officer	RLC
Flores	Alejandro	Senior Fishery and Aquaculture Officer	RLC
Moers	Peter	Programme Officer (TCP)	RLC
Rapallo	Ricardo	Senior Policy Officer	RLC
Ricoy	Anna	Disaster Risk Management Coordinator	RLC
Sternadt	Dulclair	Partnership Officer	RLC
Takagi	Maya	Regional Programme Leader	RLC
FAO Subregional Offices for the Caribbean (SLC) and Mesoamerica (SLM)			
Clarke	Renata	Subregional Coordinator	SLC

Jean	Fransen	Food Security Officer	SLC
Llauger	Raixa	Agriculture Officer	SLM
Lopez	Vyjayanthi	Plant Production and Protection Officer	SLC
Morales	David	Forestry Officer	SLM
OrtizChour	Hivy	Forestry Officer	SLM
Rios	Israel	Nutrition Officer	SLM
SanchesPeraci	Adoniram	Subregional Coordinator	SLM
FAO Country Office			
Barraza	Emilia	Assistant FAOR	FAOSV
CastroVentura	Carlenia	National Consultant for Programme Operations and Support	FAODO
CheazPelaez	Juan	Trade and Market Officer	FAOJM
CumesGuajan	Aura	Programme Assistant	FAOGT
Estrada	Maynor	Assistant FAOR	FAOGT
FernandezFilgueiras	Jose	FAOR	FAOHT
Friedrich	Theodor	FAOR	FAOBO
Gallardo	Carmelo	FAOR Ad Interim, Deputy Project Coordinator (SLM)	FAODO
Gamboa	Klemen	Programme Associate	FAOGT
Meza	Jorge	FAOR	FAOPY
Moreira	Crispim	FAOR	FAOJM
Noda	Rosse	Assistant FAOR	FAOBO
Recalde	Diego	FAOR (Guatemala Ad Interim and El Salvador)	FAOSV
Rodo	Karol	Office Associate	FAOBO
SolanoGuzman	Lizzy	Assistant FAOR	FAODO
VasquezLopez	Mayra	Executive Associate	FAOGT
NEAR EAST AND NORTH AFRICA			
FAO Regional Office for the Near East and North Africa (RNE)			
Bayasgalanbat	Nomindelger	Nutrition and Food System Officer	RNE
Chin	Nancy	Statistician	RNE
Faures	JeanMarc	Regional Programme Leader	RNE
Hamid	AbdelHamied	Senior Forestry Officer	RNE
Jaff	Kayan	Senior Policy Officer	RNE
Konno	Kenya	Programme Officer (TCP)	RNE
Nakouzi	Serge	Deputy RR	RNE
Omer	Ayman	Senior Field Programme Officer	RNE
OuldAhmed	Abdessalam	ADG/RR	RNE
SantosRocha	Jozimo	Agro-Industry Officer	RNE
Yaseen	Thaer	Agriculture Officer	RNE
FAO Subregional Offices for North Africa (SNE) and the Gulf Cooperation Council States and Yemen (SNG)			
Amrani	Mohamed	Senior Policy Officer	SNE
Ankers	Philippe	SRC and FAOR in Tunisia	SNE
Bengoumi	Mohammed	Animal Production Health Officer	SNE
Bougacha	Ahmed	Assistant FAOR (Programme)	SNE
Crespi	Valerio	Fisheries and Aquaculture Officer	SNE
Francescutti	Dino	Subregional Coordinator	SNG
Helal	Said	Field Programme Support and Monitoring Officer	SNE

Maki	Abdourahman	Land and Water Officer	SNE
Sidatt	MohamedelHady	Agriculture Officer	SNE
FAO Country Offices			
Ahmadu	Babagana	FAOR	FAOSD
Gadain	Hussein	FAOR	FAOYE
HagElamin	Nasredin	FAOR	FAOEG
Saade	Maurice	FAOR	FAOLB
Yacoub	Mohamed	Assistant FAOR	FAOEG

External stakeholders

Last name	First name	Role	Institution/Agency
Regional Groups and Programme Committee chairs and vice-chairs			
Abdelhady	Haitham	First Secretary and Alternate Representative	Embassy of the Arab Republic of Egypt in Italy
Arvelo	Mario	Permanent Representative of Dominican Republic; Regional Group Chair for Latin American and the Caribbean	Permanent Mission of the Dominican Republic to the Rome-based United Nations agencies
Badr	Hisham	Permanent Representative of Egypt; Regional Chair for Africa	Embassy of the Arab Republic of Egypt in Italy
Emadi	Mohammad Hossein	Iran Ambassador; Programme Committee Co-chair	Permanent Representation of the Islamic Republic of Iran to FAO and the Rome-based United Nations agencies
Giovanazzi	Silvia	Political Economic Specialist	United States Mission to the United Nations Agencies in Rome
Hoogeveen	Hans	The Netherlands Ambassador; Programme Committee Chair	Permanent Representation of the Netherlands to FAO
Juhail	Yousef	Permanent Representative of Kuwait; Regional Group Chair for Near East	Permanent Representation of Kuwait to FAO
Ketover	Kelli	Alternate Permanent Representative of U.S.	United States Mission to the United Nations Agencies in Rome
Manash	Mitra	Alternate Representative of Bangladesh; Regional Group Chair for Asia and the Pacific; Finance Committee Member	Embassy of Bangladesh in Rome
Nguyen	Mi	Deputy Permanent Representative of Canada; Regional Group Chair for North America	Permanent Mission of Canada to the Rome-based Food and Agriculture Agencies of the United Nations
Salah	Albazzaz	Technical Advisor	Permanent Representation of Kuwait to FAO
Regional institutions			
Gove	Domingos	Director of Food, Agriculture and Natural Resources	Southern African Development Community
Hlatshi	Motseki	Technical Adviser on Fisheries and Aquaculture	Southern African Development Community
Jama	Abdi	Coordinator	Intergovernmental Authority of Development, Food

			Security, Nutrition and Resilience Analysis Hub
Jerome	Afeikhena	Special Advisor to Commissions, Rural Economy Department	African Union
Sacko	Josefa	Commissioner, Rural Economy Department	African Union

People interviewed for case studies

Last name	First name	Role	Institution/Agency
Bangladesh			
Baral	Bidhan	Deputy Secretary, Economic Relations Division	Ministry of Finance
Hossain	Md. Baktear	Chief Scientific Officer	Bangladesh Agricultural Research Council
Hossain	Enayet	Deputy Chief Planning Project Implementation and ICT Wing	Department of Agricultural Extension
Karim	Rezual	Head of Programme Planning and Implementation Support	WFP Bangladesh
Khatun	Shaleha	Deputy Director	Bangladesh Bureau of Statistics
Neazuddin	Mohammed	District Fisheries Officer	Department of Fisheries
Niyamat	Halima	Development Coordination Officer	United Nations Resident Coordinator Office
Sufian	Md. Abu	Assistant Director	Directorate of Livestock Services
Tabassum	Sherina	Country Programme Officer	IFAD Bangladesh
Yeasmin	Samina	Agriculture Economist	World Bank Bangladesh
Ghana			
Abu-Juam	Musah	Deputy Director, Directorate of Crop Services	Ministry of Food and Agriculture
Addy	Paulina	Director, WIAD	Ministry of Food and Agriculture
Adjei	Fosuah Roselyn	Acting Director, Climate Change Unit	Forestry Commission
Ansah	Solomon Ansah	Deputy Director, Directorate of Crop Services	Ministry of Food and Agriculture
Ayarik	James	Head of M&E	Ministry of Local Government and Rural Development
Kwame	Felix Kwame	Deputy Manager, Cocoa Health & Extension Division	Ghana Cocoa Board
Oyih	Mathew	Deputy Director	Ministry of Fisheries and Aquaculture Development
Salem	Hani Abdelkader Elsadani	Country Representative, IFAD Ghana	IFAD Ghana
Twumasi-Ankrah	Richard	Planting for Food and Jobs Coordinator	Ministry of Food and Agriculture
Plurinational State of Bolivia			
Benincasa	Angelo	Director Sede de La Paz, AICS–Agencia Italiana de Cooperación para el Desarrollo, Oficina Regional Bolivia, Perú y Ecuador	Agencia Italiana de Cooperación para el Desarrollo
Cruz	Fabiola	Directora de Planificación	Ministerio de Desarrollo Productivo y Economía Plural
Mariaca	Carlos	Jefe de información y fortalecimiento al Sistema de información nacional y alerta temprana para la gestión del riesgo SINAGER SAT	Viceministerio de Defensa Civil
Mendoza	Oscar	Consultor en Estrategias de Gestión de Riesgo y Resiliencia	FAO Bolivia

Appendix 1. People interviewed

Murillo	Miguel	Ex Director General de planificación	Ministerio de Desarrollo Rural y Tierra
Orozco	Álvaro	Director de planificación	Ministerio de Desarrollo Rural y Tierra
Ramírez	Álvaro	Jefe de Unidad de Trabajos especiales Programa Nacional de Agricultura Urbana y Peri-urbana PNAUP	Ministerio de Desarrollo Rural y Tierra
Sánchez	Armando	Profesional en seguridad alimentaria	Ministerio de Desarrollo Rural y Tierra
Torrez	Roger Torrez	Responsable en Gestión de Riesgos VRHyR	Ministerio de Medio Ambiente y Agua, Viceministerio de Recursos Hídricos y Riego
Virreira	Daniel	Especialista en articulación multisectorial	Consejo Nacional de Alimentación y Nutrición
Rwanda			
Bizimana	Claude	Advisor to the Minister and Comprehensive Africa Agriculture Development Programme coordinator	Ministry of Agriculture
Bizoza	Alfred	Associate Professor	University of Rwanda
de Dieu	Jean	Chair of Co-op	Beneficiary
Gaetan	Heri	National Project Manager and Nutrition Focal Point	FAO Rwanda
Gbehounou	Gualbert	FAOR	FAO Rwanda
Holstag	Senna	Formerly National Project Coordinator at FAO	UNICEF Rwanda
KanyabujinjaNshuti	Placide	Small-scale irrigation specialist	FAO Rwanda
Mukamwiza	Jean Darc	Programme Assistant	FAO Rwanda
Mulindwa	Prosper	Vice Mayor Economics	Local Administrator
Ndoli	Alain	Senior Program Manager	International Union for Conservation of Nature
Nsanzimana	Albert	Director of Planning	Ministry of Agriculture and Animal Resources, National Agriculture Export Development Board
Ntakiutimana	Corneille	Division Manager	Ministry of Agriculture and Animal Resources, National Agriculture Export Development Board
Nyamulinda	Birasa	Investment Advisor	Rwanda Development Board
Nyirabagenzi	Alphonsine	Chair of Co-op	Beneficiary
Rwaburindi	Jean	Fall Armyworm Early Warning System Trainer	FAO Rwanda
Uwimana	Angelique	National Consultant	FAO Rwanda
Dominican Republic			
Encarnacion	Yamir	Chief Family Agriculture Division	Ministry of Agriculture
Liriano	Alejandra	Deputy Minister for Relations with State Powers, Civil Society and International Actors	National Council for Food and Nutrition Sovereignty and Security
Martinez	Marcos Antonio	Regional Director until 7 months ago. He then moved on to the Territorial Management Team	Ministry of Economy, Planning and Development
Martinez	Francisco	Director of the Department of Extension and Training	Ministry of Agriculture

Mella	José Alarcón	Water and Earth Specialist, Executive Director Coordination Table of the Water Resource for the Creation of the Integrated Management Strategy of Water Resources/ Prior: Deputy Minister of Environment	Ministry of Economy, Planning and Development
Nova	Iris	Head of Economic Promotion and Autonomy Department, Promotion of Integral Women's Rights Division	Ministry of Women
Peña	Huascar	Programme Officer, Environmental Protection and Mitigation	Japan International Cooperation Agency
Perez	Joshua	Director of Planning	Ministry of Agriculture
Polanco	Dominga	Director Inter-institutional Technical Group	Ministry of Environment and Natural Resources
Rodriguez	Angel	Deputy Director Department for International Cooperation	Ministry of Agriculture
Rosario	Gina	Interim representative	The Inter-American Institute for Cooperation on Agriculture
Trier	Remi	Senior Water Resources and Irrigation Specialist	World Bank
Vargas	Rommel	Technical Secretary for Sovereignty and Food and Nutrition Security	Consejo Nacional de Soberanía y Seguridad Alimentaria y Nutricional
Sierra Leone			
Johnson	Raymonda	Head, National Plant Protection Unit	Ministry of Agriculture and Forestry
Kamara	Osman	Head, Aquaculture and Inland Fisheries Unit	Ministry of Fisheries and Marine Resources
Mansaray	Robin Fola	Head, Renewable Energy Unit	Ministry of Energy
Mansaray	Alie H. D.	Acting Head, Crop Production Unit	Ministry of Agriculture and Forestry
Rogers	George	Assistant Director, Community Forestry	Ministry of Agriculture and Forestry
Rogers	Mohamed L.	Veterinary Consultant	Ministry of Agriculture and Forestry
Sesay	Bai-Bai	Senior Planner	Ministry of Lands, Housing and Country Planning
Sheriff	Mohamed Ajuba	Director, Planning Evaluation Monitoring and Statistics Division (PEMSD)	Ministry of Agriculture and Forestry
Turay	Mariama	Head, Women in Agriculture and Nutrition Unit	Ministry of Agriculture and Forestry
Yankson	Dennis Philip Yaw	Senior Agriculture Officer	Ministry of Agriculture and Forestry
Zimbabwe			
Dzinoreva	Marius	Director, Department of Land Management and Administration	Ministry of Lands, Agriculture, Water and Rural Resettlement
Gombe	Joyce	Deputy General, Manager Research and Training	Forestry Commission
Gumbo	Rabson	Director, Division of Agricultural Mechanisation	Ministry of Lands, Agriculture, Water and Rural Resettlement
Mundoga	Tanyaradwza	Deputy Director Natural Resources	Ministry of Environment, Climate, Tourism and Hospitality Industry
Ndhlovu	Felistas	Acting Director, Division of Veterinary Services	Ministry of Lands, Agriculture, Water and Rural Resettlement
Pesline	Alice	Project Officer	European Union

Appendix 1. People interviewed

Rwafa	Richard	Research Officer, Land Quarantine and Plant Protections Services Institute, Department of Research and Specialist Services	Ministry of Lands, Agriculture, Water and Rural Resettlement
Rwambiwa	Philipa	Provincial Agritex Officer Manicaland, Department of Agricultural, Technical and Extension Services	Ministry of Lands, Agriculture, Water and Rural Resettlement
Takaindisa	Eliot	Chief Executive Officer	LEAD Trust (Implementing Partner)
Tunisia			
Ankers	Philippe	FAOR Tunisia	FAO Tunisia
Anatar	Issam	Director-General of agricultural land development and conservation	Ministry of Agriculture, Water Resources and Fisheries
Ben Rejeb	Afef	Deputy Director International Cooperation	Ministry of Agriculture, Water Resources and Fisheries
Bennouna	Taoufiq	Senior Natural Resources Management Specialist	World Bank
Bougacha	Ahmed	Assistant FAOR Tunisia	FAO Tunisia
Bouquedour	Rachid	Subregional Representative for North Africa	World Organisation for Animal Health
Durand	Olivier	Senior Agriculture Economist	World Bank
Habaieb	Hamadi	Director-General of the Planning Bureau and Hydraulics Equilibria	Ministry of Agriculture, Water Resources and Fisheries
Karray	Boubaker	Chef de Cabinet du Ministre	Ministry of Agriculture, Water Resources and Fisheries
Mezghani	Chokri	Director (General Directorate of Sustainable Development)	Ministry of local Affairs and Environment
Pieters	Lila	Interim Representative of UNICEF and Resident Coordinator	UNICEF Tunisia
Reiss	Denis	Agriculture and Fisheries Programme Manager	European Union Delegation
Utterwulghe	Steve	Resident Representative	UNDP Tunisia
Tajikistan			
Abdumavlon	Vohidov	Head of Department on Plant protection	State Unitary Enterprise Plant Protection and Chemicalization of Agriculture
Akram	Khojiev	Deputy General Director	State Unitary Enterprise Mohii Tojikiston
Amurdinovich	Nabiev Farrukhiddin	Head of the Plant Production	Ministry of Agriculture
Bakhrom	Gafurzoda	National Project Focal Point	Agency for Land Reclamation and Irrigation under Government of the Republic of Tajikistan
Gafurovich	Kadirov Akhmadjon	Head of Enterprise	State Unitary Enterprise Plant Protection and Chemicalization of Agriculture
Nosirjon	Sattorov	National Project Coordinator, Head of the Micro-biotechnology Laboratory	Tajik Agrarian University
Nurali	Khojaev	Deputy Head of Enterprise	State Unitary Enterprise Plant Protection and Chemicalization of Agriculture
Sultonsho	Khamidov	Head of Monitoring of national development programme department	Ministry of economic development and trade
The Philippines			

Abon	Alfredo	Director, Agricultural Training Institute	Department of Agriculture
Ampilan	Dhatz	Executive Director	Magungaya Mindanao Inc.
Don Marquez	Nathaniel	Executive Director	Asian NGO Coalition for Agrarian Reform and Rural Development
Guillen	Wilma	Assistant National Statistician	Philippine Statistics Authority
Leonor	Rose Ann	Project Evaluation Officer III, Agricultural Training Institute	Department of Agriculture
Melendrez	Michael	Executive Director	Organic Options, Inc.
Miranda	Agnes Catherine T.	Assistant Secretary for Planning and Project Development and Director, Planning and Monitoring Service	Department of Agriculture
Munsi	Denise	Project Officer	Asian NGO Coalition for Agrarian Reform and Rural Development
Ortega	Roy	Officer in Charge, Aquaculture Division, Bureau of Fisheries and Aquatic Resources	Department of Agriculture
Pioneta	Joyce Mae L.	Planning Officer III, Planning and Monitoring Service	Department of Agriculture
Santiago	GemFlor	Agriculturist, Disaster Risk Reduction Section, Field Programmes Operational Planning Division	Department of Agriculture
Solis	Analiza	Section Chief, Climate Monitoring and Prediction Section	Philippine Atmospheric, Geophysical and Astronomical Services Administration
Tan	Reyzaldy	Director, Planning and Policy Development Office	Mindanao Development Authority
Tandang	Bernard	Project Development Officer III, Agricultural Training Institute	Department of Agriculture
Timor-Leste			
Cabral	Mario	Former National Fisheries Consultant to FAO, Currently as PEMSEA Consultant and Lecturer	National University of Timor Lorosae
de Almedia	Octavio da Costa Monteiro	Former National Director of Policy, Planning and Monitoring and Evaluation, Currently as General Inspector	Ministry of Agriculture and Fisheries
Do Ceu Guterres	Maria Odete	Director-General Agriculture	Ministry of Agriculture and Fisheries
Dos Santor Ferreira	Elias	Director-General Statistic	Ministry of Finance
Favre	Raphy Eugene	Pro-Resilience Project Team Leader	FAO Timor-Leste
Gomes	Guilherme Titonio	Former Blue Growth Aquaculture Focal Point, Currently a staff at Ministry of Agriculture and Fisheries	Ministry of Agriculture and Fisheries
Gusmão	Rofino	Head of Department of Food Security Department of the National Directorate of Food security and Cooperation	Ministry of Agriculture and Fisheries
Mau	Raimundu	Former Director-General of Fisheries and Forestry, Currently as Director-General of Forestry, Coffee and Industrial Plants	Ministry of Agriculture and Fisheries
Rangel	Gil	Former Executive Director of KONSSANTIL and National Director of Agriculture, Horticulture and Extension	Ministry of Agriculture and Fisheries

Appendix 2. Evolution of the TCP¹⁰⁰

1. The Technical Cooperation Programme was created in 1976, allowing FAO to draw from its Regular Programme resources and respond to Countries' most pressing needs for technical assistance. The intention was to make FAO's specialized competence more readily available to Member Countries to solve their most urgent development problems in the agriculture, livestock, fisheries, and forestry sectors, in addition to addressing related rural development and socio-economic issues.
2. Initially, the TCP was designed to address the unforeseen and urgent needs that were not being addressed efficiently through more traditional channels of aid or the Regular Programme activities, agreed in FAO's biennial planning processes (TCP 2019 Report). When TCP was conceived, it was unprogrammed in nature. By design and in practice, it was intended to meet unforeseen needs, fill critical gaps, complement other forms of assistance (including in emergencies) and create the conditions for more substantive support channelled through FAO or otherwise.
3. In 2000, as part of FAO decentralization efforts, budget holder responsibility for national projects, including TCPs, was transferred to FAO Representative. In 2002, after an internal review, FAO Senior Management introduced several measures to increase TCP project approvals and deliveries and improve the overall performance of FAO, including the establishment of a time frame for processing TCP requests, simplification of procedures for revision of TCP projects and greater delegation of authority for approving budget revisions, and increased flexibility.¹⁰¹
4. In 2001, the TCP Facility for FAORs' was created as a replacement for the FAOR facility,¹⁰² which was a slash fund they got from the Regular Programme allocations for small ad hoc work. The TCPF for FAORs enabled FAORs to recruit consultants for short-duration assignments (up to USD 10 000) to quickly solve a specific problem, to formulate project ideas and documents required for extra-budgetary funding, and to carry out small sector studies or prepare background documents (Guidelines for Technical Cooperation Programme, April 2001).
5. In 2005, the FAO Governing Bodies decided to change the unprogrammed nature of the TCP, partly due to the 2005 independent review of the TCP (PC 93/INF/4) conducted by the Office of Evaluation (OED). The funding criteria were adjusted to require all projects to be aligned with FAO's Strategic Framework and linked to the agreed priorities reflected in CPFs. In making these adjustments, it was emphasized that all assistance would remain demand-driven (i.e., by Member Countries), and not from FAO.
6. In 2006, the TCPF became a first step in decentralizing authority over TCP resources. The Governing Bodies agreed to the Secretariat's proposal to delegate authority for up to USD 200 000 per country in a biennium (CL 129/3). In 2007-08, that ceiling was increased to USD 300 000, with individual components not to exceed USD 100 000.

¹⁰⁰ Adapted from the version initially prepared to be part of the terms of reference for this evaluation.

¹⁰¹ Policy and Operational Framework of the TCP. Programme Committee 19th Session September 15-19, 2003. See: <http://www.fao.org/3/J0250e/J0250e.htm>.

¹⁰² The FAOR facility was abolished with a cut in the Regular Programme budget.

7. In 2009, the Governing Bodies approved the decentralization of the TCP from a single office at headquarters to regional, subregional and country offices. From January 2010, the decentralized offices assumed significant TCP management duties, but remain accountable to the Assistant Director-General of the Programme Support and Technical Programme Department (PS) for TCP-related actions. As part of decentralization, 82 percent of the TCP appropriation was to be allocated under the delegated authority of the Regional Representatives, while 15 percent would be allocated to emergency TCPs and 3 percent to interregional TCP projects, under the authority of the Assistant Director-General Technical Cooperation
8. In 2012, the Governing Bodies approved further measures to improve the TCP, including the use of CPFs as a starting point for the prioritization of in-country TCP technical assistance, in line with Strategic Objectives (FAO, 2012a). From 2014, Regional Representatives started to manage the allocations for their region to support government priorities, consistent with their CPFs (CL 145/8 Decision of Council in December 2012).
9. Since 2016, the TCP Facility is recorded as an individual project rather than a component of a single umbrella project in each country (C 2019/8).
10. In 2017, TCP's emergency assistance component was delegated to the Emergency and Rehabilitation Division (PSE) within PS. Per the recommendation of the Programme Committee in 2005, 15 percent of the TCP appropriation has been earmarked for emergency projects (FAO, 2005b). In general, TCP emergency projects address food-chain crises, protracted crises and natural hazards.
11. The monitoring of TCP projects and the performance of the Programme as a whole relies on the use of the FPMIS, FAO's primary management tool for filed programme-related data. The web-based application was extended in 2002-03 to cover all TCP projects.
12. Since its launch, the TCP has been an integral part of FAO's Regular Programme, financed from its assessed contributions. TCP projects are implemented jointly by FAO and the national counterpart institution or cooperating agency designated by the requesting government (or inter-governmental organization). Specific implementation arrangements for TCP projects depend on country/region and the type of assistance provided.
13. In 1991, the upper ceiling for TCP was raised from USD 250 000 to USD 400 000 and their duration from 12 to 24 months. Currently, a TCP project can have a budget of up to USD 500 000 and should be completed within 36 months.¹⁰³ Projects with a budget of less than USD 100 000¹⁰⁴ have simplified procedures and are referred to as the TCPF. These are typically aimed at rapidly solving a specific technical problem, specialized training, conducting sector-related studies, preparing background documents and/or developing project proposals for donor funding or large-scale initiatives for investments by banks or governments (FAO, 2019f).

¹⁰³ The Programme Committee agreed to increase the ceiling for TCP projects to USD 500 000 with the possibility of extending them up to 36 months (CL 129/3 – Report of the 94th session of the Programme Committee).

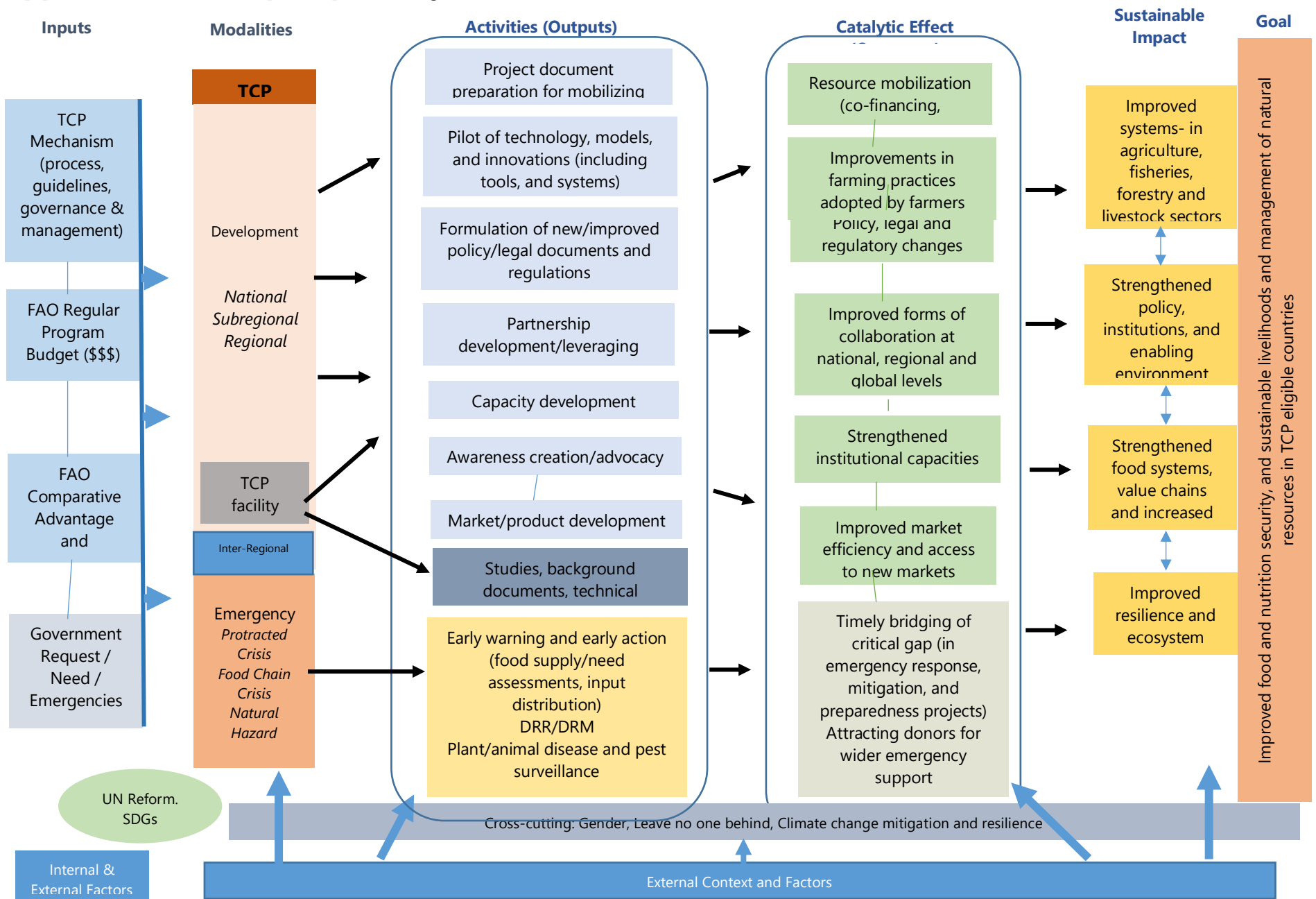
¹⁰⁴ In the recent years, and in line with the delegated authority over TCP, the FAO Senior Management have lifted the restriction on the overall value that limits the number of TCPF project FAOR/Regional Representative/Subregional Coordinators could do under the TCPF modality. The limit of USD 100 000 is for an individual project.

14. The following table presents the TCP appropriation and number of projects approved since 1976.

Biennium	Appropriation (USD in millions)	No. of TCP projects approved
1976-77	18.50	215
1978-79	25.60	466
1980-81	32.64	616
1982-83	47.39	718
1984-85	57.47	975
1986-87	61.42	767
1988-89	63.15	588
1990-91	67.77	553
1992-93	77.41	610
1994-95	82.29	501
1996-97	85.50	432
1998-99	87.31	489
2000-01	89.12	600
2002-03	89.19	832
2004-05	98.65	499
2006-07	98.78	371
2008-09	99.13	454
2010-11	104.93	427
2012-13	116.03	455
2014-15	134.72	496
2016-17	140.82	736
2018-19	140.79	754
Total	1 818.61	12 554

Source: OIG 2013 Report on TCP (1976-77 to 2010-11); and FPMIS (2012-13 to 2018-19)

Appendix 3. TCP impact pathway



Appendix 4. TCP criteria (2019)

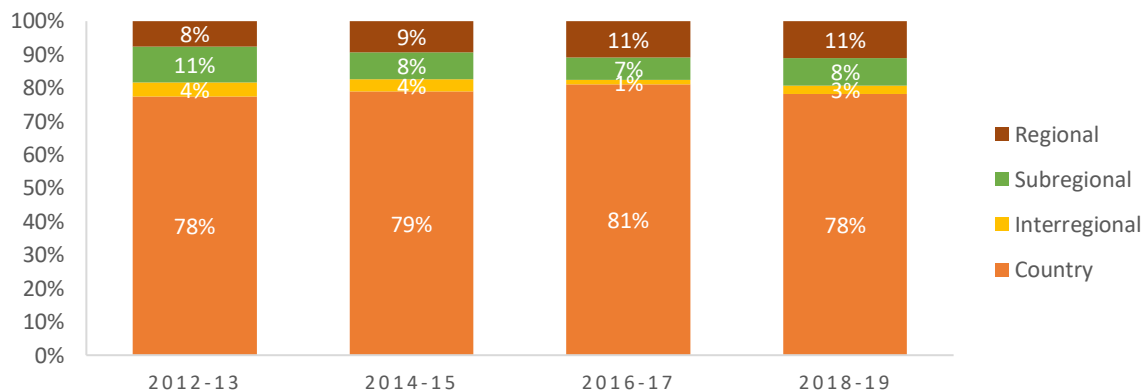
Criterion	Development TCP assistance	Emergency TCP assistance
1. Country eligibility	All FAO Members are eligible for access to TCP-supported technical assistance. However, TCP gives special attention to assisting the neediest countries, especially the Low-Income Food-Deficit Countries (LIFDCs), Least Developed Countries (LDCs), Landlocked Developing Countries (LLDCs), and/or Small Island Developing States (SIDS). Access by high-income economies and by members of the European Union to technical assistance through the TCP modality should only be on a full cost-recovery basis.	Fifteen percent of the TCP appropriation is indicatively earmarked for emergency and rehabilitation projects, accessible to all FAO Members.
2. Aims and purpose	TCP-supported assistance contributes directly to at least one corporate outcome of FAO's Strategic Framework.	TCP-supported emergency and early rehabilitation assistance should contribute to Organizational Outcome 4 of Strategic Objective 5, aiming at ensuring that countries and partners respond more effectively to crises and emergencies with food and agriculture-related interventions.
3. Country or regional priorities	TCP-supported assistance should be directed at national or regional priorities linked to the aims and purposes identified in Criterion 2 and, where they are in place, should be consistent with FAO's Country Programming Frameworks and emerge from TCP priority-setting processes at the country level.	Emergency TCP assistance is not subject to any priority-setting process.
4. Critical gap and priorities	TCP-supported assistance should be directed at a clearly defined critical technical gap or problem that has been identified by beneficiaries or stakeholders and which necessitates technical cooperation within the timeframe that can be provided by the Programme, but which either cannot or should not be provided through other resources.	Emergency TCP assistance should be designed for very rapid response in support of interventions in thematic areas in which the Organization has a demonstrated comparative advantage
5. Sustainable impacts	TCP-supported assistance should result in clearly defined outputs and outcomes, leading to impacts. It should have catalytic or multiplier effects, such as increased mobilization of investment funds. The outcomes and impacts should be sustainable. TCP requests will not be accepted when they are a consequence of the ineffective follow-up to previous TCPs.	TCP emergency assistance should be directed at the sustainable rehabilitation of productive activities and at technical cooperation to support effective government (or donor) responses. TCP-supported emergency, and early rehabilitation assistance should be directed at interventions that increase the likelihood of additional donor and/or government resources being directed to immediate relief and longer-term rehabilitation. Repetitive

Criterion	Development TCP assistance	Emergency TCP assistance
		assistance to address recurrent types of emergencies in the same country should be avoided and be redirected towards more lasting impact assistance for the prevention of and preparedness for these same emergencies.
6. Scale and duration	No TCP project should require a budget of more than USD 500 000, and it should be completed within 24 months. The duration may be extended to 36 months, when justified, and on a case-by-case basis. The budget ceiling for a TCP Facility project is USD 100 000.	
7. Government commitment	Requests for TCP assistance should include a formal commitment by the government(s) or regional organizations to provide all necessary inputs, staff and institutional arrangements to ensure the timely and effective start-up, implementation and follow-up of the requested TCP-supported assistance.	
8. Capacity development	Wherever possible, TCP-supported assistance should help develop national or regional capacities to ensure that the critical gaps and problems to which they are directed would either not appear again or that they could be resolved effectively at the national or regional level.	TCP-supported emergency and early rehabilitation assistance should increase the capacity of the government and affected communities and households to either withstand or respond to similar shocks in the future, without resorting to external assistance.
9. Gender equality	TCP-supported assistance must be gender-sensitive in identification, design and implementation, in line with the Organization's Gender Plan of Action.	
10. Partnership and participation	Wherever possible, TCP-supported assistance should contribute to new or strengthened partnerships and alliances, including through co-financing, and should lead to the increased participation of food-insecure and poor men and women in key decision-making processes	

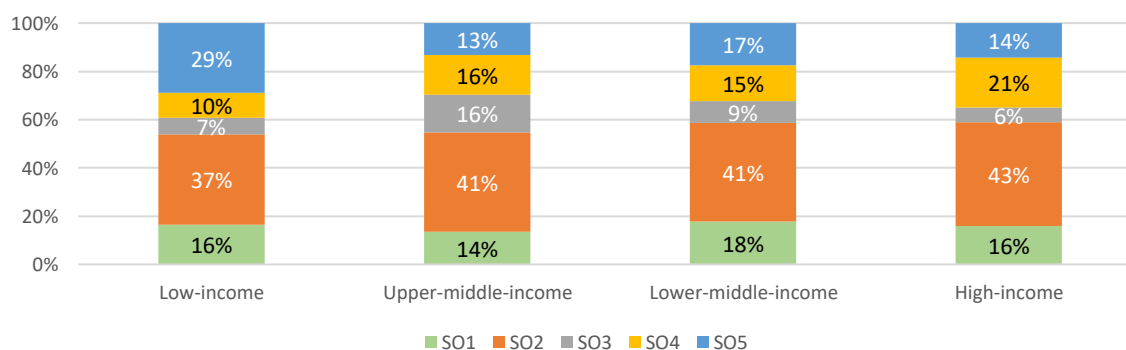
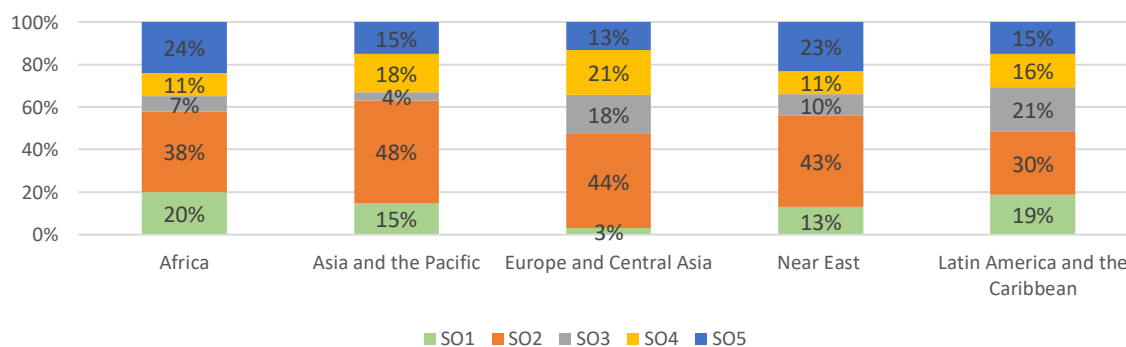
Source: Guide to Project Cycle – Appendix 1: Technical Cooperation Programme – February 2019 (internal document).

Appendix 5. Selected chart/graphs and tables compiled from FPMIS (as referenced in the main report)

A) Resources allocation by geographical coverage



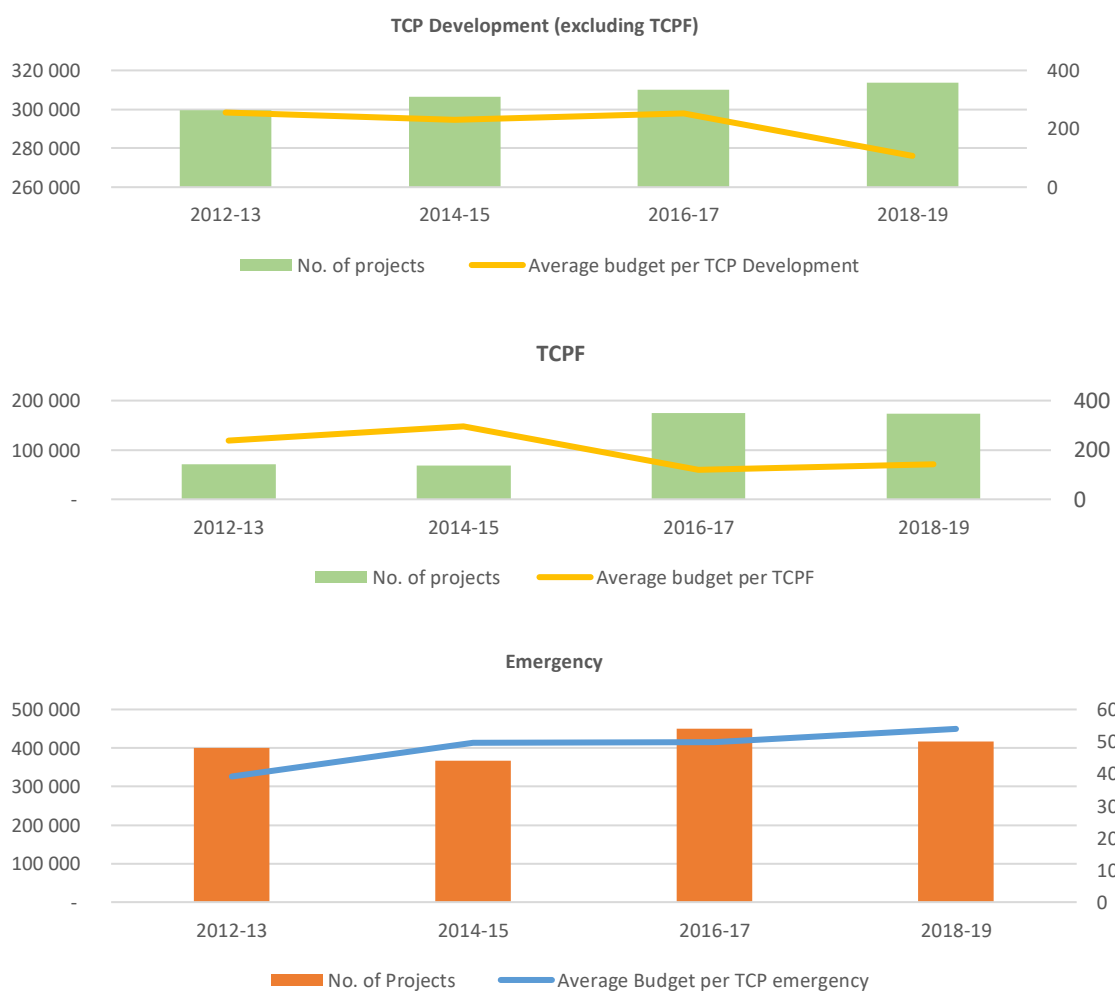
B) TCP allocation by SOs, region and country income categories



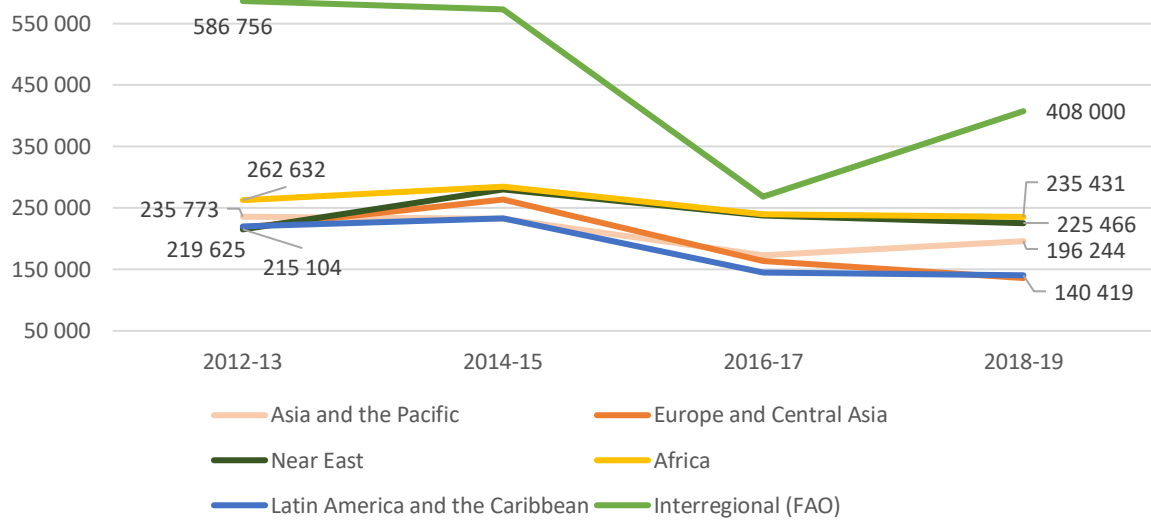
C) Average budget per project and number of TCP projects by biennium and by region (including TCPF) (in USD)

Region	2012-13	2014-15	2016-17	2018-19
Asia and the Pacific	235 773 (107)	231 936 (120)	172 931 (192)	196 244 (167)
Europe and Central Asia	217 843 (45)	263 707 (41)	163 478 (72)	135 928 (91)
Near East and North Africa	215 104 (39)	280 150 (38)	237 636 (47)	225 466 (55)
Africa	262 632 (165)	284 628 (189)	239 769 (251)	235 431 (251)
Latin America and the Caribbean	219 625 (90)	233 062 ((93)	144 823 (167)	140 419 (181)
Interregional	586 756 (8)	572 880 ((8)	268 389 (7)	408 000 (9)
Total/Average	244 966 (454)	264 504 (489)	193 462 (736)	193 268 (754)

Source: FPMIS



D) Average budget per project by region (including TCPF)



Annexes

Annex 1. Examples of Technical Cooperation Programmes with catalytic effect
<http://www.fao.org/3/cb1894en/cb1894en.pdf>

Annex 2. Key results – FAO Representative survey
<http://www.fao.org/3/cb1895en/cb1895en.pdf>

Annex 3. Key results - Government stakeholder survey
<http://www.fao.org/3/cb1896en/cb1896en.pdf>

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