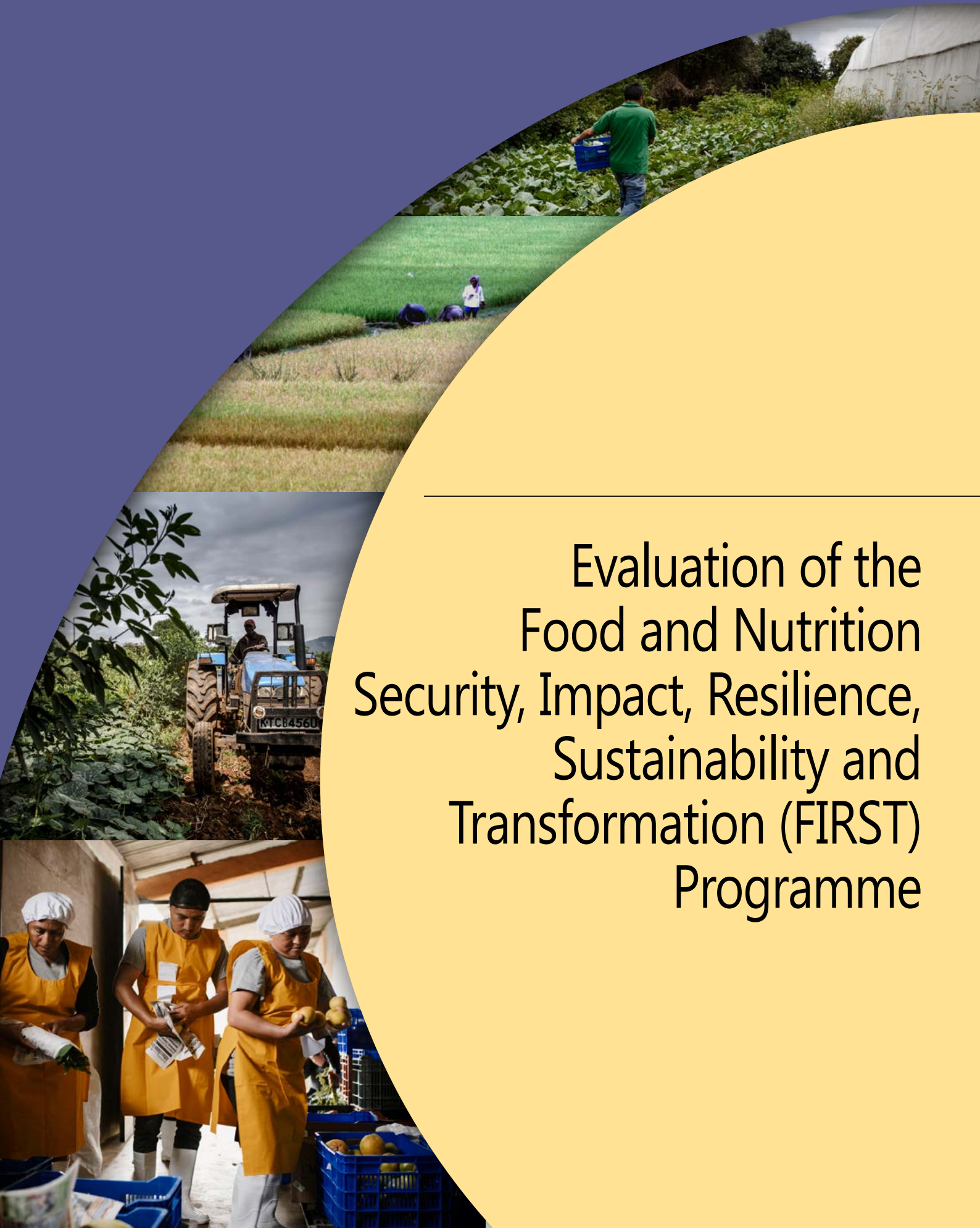




Food and Agriculture
Organization of the
United Nations

Programme Evaluation Series
10/2020



Evaluation of the Food and Nutrition Security, Impact, Resilience, Sustainability and Transformation (FIRST) Programme

**Programme Evaluation Series
10/2020**

**Evaluation of the
Food and Nutrition Security,
Impact, Resilience, Sustainability
and Transformation (FIRST)
Programme**

Project code: GCP/INT/244/EC

Required citation:

FAO. 2020. *Evaluation of the Food and Nutrition Security, Impact, Resilience, Sustainability and Transformation (FIRST) Programme*. Programme Evaluation Series, 10/2020. Rome.

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Acknowledgements

The FAO Office of Evaluation (OED) would like to thank all those who contributed to this evaluation, led by Paolo Sarfatti (team leader) and Karen McHugh. Ahmedou OuldAbdallahi, evaluation manager from OED, guided the evaluation process and provided inputs and support to the evaluation team; and Borka Karbic from OED provided administrative and logistical support for the evaluation missions.

The evaluation benefited from the inputs of many stakeholders. The Office of Evaluation (OED) extends its appreciation to government officials, donor representatives, civil society organizations and communities met in Cambodia, Chad, Côte d'Ivoire, Guatemala, Kenya and Myanmar. In addition, the Office thanks FAO staff and European Union representatives in the six countries for their collaboration and support. Special thanks also go to the FIRST Project Management Team and the European Commission for their assistance and feedback throughout the process.

Acronyms and abbreviations

CARD	Council for Agricultural and Rural Development (Cambodia)
ECOWAS	Economic Community of West African States
FAO	Food and Agriculture Organization of the United Nations
FIRST	Food and Nutrition Security, Impact, Resilience, Sustainability and Transformation
FNSSA	Food and nutrition security and sustainable agriculture
FNS	Food and nutrition security
M&E	Monitoring and evaluation
NSFSN	National Strategy on Food Security and Nutrition
PAFFEC	National Family Farming Programme
PNIA	National Investment Plan for Agriculture (Côte d'Ivoire)

Executive summary

Introduction

1. The purpose of this evaluation is to inform the European Commission, (the Programme's main donor), the Food and Agriculture Organization of the United Nations (FAO) Management, the Programme Management Team (PMT), the FAO membership, and other stakeholders about the "Food and Nutrition Security, Impact, Resilience, Sustainability and Transformation" (FIRST) Programme's performance, and progress towards attaining its planned outputs and outcomes. It also aims to draw useful lessons and recommendations for the future implementation of the programme and for the long-standing European Union-FAO strategic partnership around food and nutrition security and sustainable agriculture (FNSSA).
2. The scope of the evaluation is global and covers all the programme's activities across the different regions of intervention from the start date in July 2015 up to December 2019. As a programme evaluation, the exercise does not constitute an evaluation of individual interventions/activities, but rather focusses on the overall programme intervention logic and result areas, to substantiate the findings regarding the overall achievements/weaknesses of FIRST to date.
3. The specific objectives of this evaluation are to:
 - i. assess the strategic relevance of the FIRST Programme and its interventions;
 - ii. assess FIRST Programme contributions under each result area as well as the sustainability prospects of the results achieved; and
 - iii. draw forward-looking recommendations to inform the future of the programme and of the European Union-FAO strategic partnership around FNSSA.
4. The evaluation has adopted a consultative and transparent approach throughout the entire process with both internal and external stakeholders.
5. The agreed evaluation questions have guided the assessment. In answering the evaluation questions, the evaluation team has relied on multiple sources of primary and secondary data, and used a mixed-methods approach for data analysis, triangulation and validation. Sources of data and methods of data collection have included:
 - i. desk review of relevant corporate and programme documents,
 - ii. semi-structured interviews with key stakeholders, including FAO staff (at headquarters and country level), European Union (headquarters and Delegations), partner government officials, other development partners, and representatives of other key stakeholder groups such as producer organizations, civil society organizations, the private sector, local authorities, and women's groups;
 - iii. an online survey with policy officers to collect broad based information;
 - iv. six country studies to gather country level evidence and provide an in-depth assessment of achievements, challenges and lessons learned. The selected countries were Chad, Côte d'Ivoire and Kenya in Africa, Cambodia and Myanmar in Asia and Guatemala in Latin America.

Conclusions

EQ1. Relevance

Conclusion 1. The FIRST programme design is unique, and constitutes added value compared to other projects involving policy assistance. The findings of this evaluation, particularly those related to the issues of Relevance, Partnerships and Comparative Advantage, constitute a strong body of evidence that the approach of embedding a Policy Officer, who combines the adequate soft (diplomatic/social) and hard (technical) skills, within partner country administrations, constitutes the best option for building trusted relationships for improved policy processes. The fact that the PO is FAO staff with (potential) access to FAO's wealth of technical expertise/"clout", and that the policy assistance is combined with European Union investment capacity, gives him/her the necessary credibility, vis-à-vis not only the government counterparts, but also other key non-state actors that are key for the structural transformation of agriculture and food systems, such as farmers' organisations, the private sector, and civil society organisations. The evaluation has found that when these factors are combined and effectively applied, the scope for influencing policy in the right direction far exceeds that of a more traditional Technical Assistance (TA) project.

Conclusion 2. FIRST is highly relevant to European Union priorities, to the FAO Strategic Framework, and to the SDGs. The Programme alignment varies across countries and in some cases is only partly aligned to national and regional development objectives. As the Programme now shifts from policy development to policy implementation, the lack of institutional capacities on the national and in particular sub-national levels, represents a major challenge, which will require much more time and effort than originally foreseen.

EQ2. Partnership

Conclusion 3. FIRST has created a high level of trust with government partners and other key stakeholders. The way the Programme has engaged in partnerships is one of its most salient successes, acting as a catalyst, lever and trigger for changes and reforms that generate benefits beyond the scope of European Union/FAO interventions in the concerned countries. Complementarities and synergies with other actions funded by the European Union are very good when certain conditions are met i.e. FIRST is aligned with European Union country priorities, the European Union is engaged in sector policy dialogue on FNSSA, and is providing support through sector budget support. When these conditions are not met, synergies and complementarities vary and are conditioned by the specific objectives of European Union funded actions.

EQ3. Comparative advantage

Conclusion 4. A distinguishing feature of FIRST is FAO "clout" which comprises the very high level of independent, technical expertise of the POs who are perceived by government partners and other stakeholders as highly capable, neutral, and independent. A regular TA Programme would not be able to achieve what FIRST does, especially in terms of "opening doors" and gaining partners' and stakeholders' trust.

EQ4. Efficiency

Conclusion 5. FIRST Management Team is effective in providing strategic guidance, support and backstopping services to policy officers Although FAO has provided technical support to POs on different topics, there is a demand for increased access to, and use of, in-house FAO expertise to

inform various aspects of policy relating to FNS e.g. as regards gender, food safety, natural resource management, climate change, and data and information management.

EQ5. Effectiveness

Conclusion 6. FIRST has contributed to FNSSA policy development and (to a limited degree) implementation, to the strengthening of human and organisational capacities, and to the strengthening of governance and coordination mechanisms. Changes in countries' FNSSA policy environments are underway but are incipient. Policy credibility is still very weak in terms of policy coherence, governance, human and institutional capacities, budgeting and budget execution, and track records. The expected Programme outcome, i.e. strengthened FNSSA policy environments, is unlikely to be achieved by the end of this phase of the Programme.

EQ.6 Sustainability

Conclusion 7. The potential sustainability of project results is negatively affected by some key factors, such as frequent staff turnover, inadequate staff capacities, (in)appropriateness of institutional counterparts, and inadequate Government funding of FNSSA policies. Stakeholders and relevant authorities have not taken the financial measures to ensure the continuation of services at the end of the action. As regards institutional capacity, FIRST's approach to capacity strengthening through learning-by-doing/mentoring is considered valid, however the conclusion is that sustainability of results achieved is not assured and the longer-term sustainability of these changes is contingent on the continuation of the work initiated.

EQ.7 Impact

Conclusion 8. It is too early to assess impact in terms of improvements in FNSSA. Significant changes are still required in countries' policy environments and many important assumptions have yet to materialise in order for FIRST to have a positive impact on the FNSSA situation in partner countries.

EQ8. Gender

Conclusion 9. FIRST has contributed to incorporating gender aspects in policy development through advocacy, and by involving women's associations in FNSSA policy development to a limited extent. Some very preliminary results have been achieved, but these are largely insufficient to induce substantial changes. Particularly critical is that the graduation strategies do not pay the necessary attention to concrete and targeted actions.

Recommendations

Recommendation 1. In order to support the longer-term process of policy reform and policy implementation to which FIRST has been contributing, and building on FIRST's comparative advantage and added value, and on the high level of trust gained with country partners and stakeholders, EU-FAO, in collaboration with other national and international development partners, should develop a follow-up phase to FIRST. The follow-up programme should be designed considering a programme duration of indicatively 6 years. This timeframe would allow country partners and stakeholders to assess the effectiveness of policy implementation and to draw lessons from a better understanding of what has worked, what has not, and what needs to be improved to adjust the current policy cycle and plan for the next one. It would also allow the global management

team of the programme to consolidate (sub) regional and global analyses of lessons learned in order to share lessons and knowledge and to influence global governance processes.

Recommendation 2. In the framework of the longer-term process of policy reform and policy implementation, FAO and European Union should support partner governments to develop concrete plans to reform the public sector structures relevant to FNSSA governance, in line with the established policy priorities and investment plans. This should involve concrete commitments to adequately empower, resource and capacitate the public sector structures responsible for policy implementation at national and sub-national level; reform of parastatal organisations to overcome inefficiencies and lack of capacities, as well as allocating adequate budgetary resources consistent with the ambitions of the policies and plans. These reforms and plans should be country specific, addressing the specific challenges and bottlenecks identified, and seizing windows of opportunity.

Recommendation 3. The FAO Country Offices, the European Union Delegation (EUD) and the supported ministries should strengthen their trilateral relationship, to enhance the sector policy dialogue and improve the effectiveness of FIRST. FIRST, FAO and EUDs should strengthen the working of the so-called FAO/EU/Government triangle through the increased use of FIRST (and FAO) products to deepen and expand the policy dialogue on FNSSA. In those countries where the triangular approach is not functioning as foreseen, there is a need to refocus/assess the situation to bring it back on track.

Recommendation 4. European Union and FAO should encourage the development of a regional perspective for FIRST (not just country based) by addressing policy issues which have a clear regional/sub-regional dimension, such as trade, sanitary and phyto-sanitary regulations, pest management, use of shared natural resources (e.g. water, protected areas), and common problems affecting transboundary areas. FIRST could build on existing initiatives and dynamics that are already ongoing at sub-regional level through the various sub-regional organizations (e.g. G5 Sahel, CILSS, etc.).

Recommendation 5. FIRST should develop country-specific theories of change within the logic of FIRST's overall theory of change, building on the Policy Effectiveness Analyses and the Graduation Strategies. This should facilitate monitoring and reporting on country achievements in terms of outcomes and impact.

Recommendation 6. As FIRST support moves to policy implementation rather than policy development, the Programme should broaden the spectrum of its partners on the country and global levels, with a particular focus on family farmers and Small and Medium sized Enterprises (SMEs) across the agri-food sector.

Recommendation 7. FIRST should build on the Policy Effectiveness Analyses by ensuring gender equality becomes a genuine priority as FIRST shifts its support to policy implementation.

6. Based on the findings and conclusions of the evaluation the following recommendations on **operational** issues related to the current phase of FIRST can be made

Recommendation 8. FIRST should improve its communication at the country level to present the longer-term policy objectives to which it is contributing and how it plans to do so. For example, policy briefs should be elaborated to better communicate the longer-term vision for the strengthening of the FNSSA policy environment in the country, based on the Policy Effectiveness Analysis and the Graduation Strategy.

Recommendation 9. FIRST should encourage more exchanges between POs, especially at the bilateral and sub-regional levels, operationalising a platform for knowledge sharing and lessons learned combined with an annual meeting of POs and EU-FAO with other stakeholders to discuss emerging policy issues e.g. Climate Change, Innovation, Migration, Territorial approach to Rural Development, Agri-food Systems approach. This will enable POs to learn from each other and be kept abreast of major developments in the FNSSA area and to incorporate current thinking more systematically into their work.

1. Introduction

1.1 Purpose of the evaluation

1. The purpose of this evaluation is to inform the European Commission, (the Programme’s main donor), the Food and Agriculture Organization of the United Nations (FAO) Management, the Programme Management Team (PMT), FAO membership and other stakeholders about the “Food and Nutrition Security, Impact, Resilience, Sustainability and Transformation” (FIRST) Programme (hereafter referred to as the programme) performance, and progress towards attaining its planned outputs and outcomes. It also aims to draw lessons and recommendations for the future implementation of the programme and for the long-standing European Union-FAO strategic partnership around food and nutrition security and sustainable agriculture (FNSSA).

1.2 Intended users

2. The Table below includes a list of FIRST’s main stakeholders, indicating their level of involvement in the programme, how they have been involved in this evaluation and their expected use of the evaluation results.

Table 1: Intended users of the evaluation

Groups and individuals to be involved in the evaluation	Level of involvement in the programme	Role in the programme	How they have been involved in the evaluation	Expected use of the evaluation results
European Union Directorate General for International Cooperation and Development – Unit C1 (DEVCO C1)	Global	Main partner and main donor	<ul style="list-style-type: none"> - Providing inputs on expectations from the evaluation, its strategic orientation, and on its approach and methodology. - Providing feedback and comments on intermediate and final deliverables. 	<ul style="list-style-type: none"> - Strategic orientation for future implementation of the current programme. - Future programming in the FNSSA domain. - Strategic orientation of the partnership with FAO, including a potential second phase of the programme,
FAO Strategic Programme (SP) 1, other strategic programmes and divisions which have interacted with FIRST	Global	Main partner, co-funding and responsibility for programme (FIRST) implementation	<ul style="list-style-type: none"> - Providing inputs on expectations from the evaluation, its strategic orientation, and on its approach and methodology. - Providing feedback and comments on intermediate and final deliverables. 	<ul style="list-style-type: none"> - Strategic orientation for future implementation of the current programme. - Drawing lessons about the programme as a model for future policy support to partner countries. - Identification of bottlenecks hindering progress towards achievement of SDG2. - Strategic orientation of the partnership with the European Union, including a potential second phase of the programme.
FIRST Management Team	Global	Programme technical/administrative management	<ul style="list-style-type: none"> - Providing information and background documentation about the programme. 	<ul style="list-style-type: none"> - Improvement of future implementation of the current programme.

			<ul style="list-style-type: none"> - Supporting the set-up and implementation of the evaluation. - Providing inputs on expectations and challenges of the evaluation. - Providing feedback and comments on intermediate and final deliverables. 	<ul style="list-style-type: none"> - Inputs for the design of a proposal for a follow-up programme (2021-2025). - Sharing of findings and lessons learned within the network of policy officers.
EUDs	Country	Main partner at country level	<ul style="list-style-type: none"> - Providing inputs on programme's outputs and outcomes, in particular on the value added by the programme to the European Union support in the country. 	<ul style="list-style-type: none"> - Policy dialogue with the Government, the FAO Country Office, and other stakeholders. - Future programming in the FNSSA domain.
FAO Country Office	Country	Main partner at country level	<ul style="list-style-type: none"> - Providing inputs on programme's outputs, outcome and likelihood of contributing to the expected impact, in particular on the contribution to progress towards the achievement of SDG2 in the country. 	<ul style="list-style-type: none"> - Policy dialogue with the government, the EUD and other stakeholders. - Strategic orientation of the future Country Programming Framework (CPF).
Government structures hosting country officer (e.g. ministries, etc.)	Country	Main partner at country level	<ul style="list-style-type: none"> - Providing inputs on programme's outputs and outcomes, and their sustainability. - Providing inputs on future priorities, needs and expectations. 	<ul style="list-style-type: none"> - Policy dialogue with the European Union, FAO and other stakeholders - Build on programme outputs and outcomes to make progress towards an improvement of the policy environment and of policy effectiveness.
FIRST Policy Officer	Country	Responsible for project implementation	<ul style="list-style-type: none"> - Providing inputs on programme's outputs and outcomes, and their sustainability. - Providing inputs on future priorities, needs and expectations. 	<ul style="list-style-type: none"> - Improvement of future implementation of the current programme.

1.3 Scope and objectives of the evaluation

3. The scope of the evaluation is global and covered all programme activities across the different regions of intervention from the start date in July 2015 until December 2019. It should be noted that as this is a programme evaluation, the exercise does not constitute a rigorous evaluation of individual interventions/activities, but rather focusses on the overall programme intervention logic and result areas to substantiate the findings regarding the

achievements/weaknesses of FIRST to date. To gain a better understanding of the functioning of FIRST on the ground, six countries were selected for in depth analysis, including field missions. The selected countries were Chad, Côte d'Ivoire and Kenya in Africa, Cambodia and Myanmar in Asia and Guatemala in Latin America.

4. The specific objectives of this evaluation are to:
 - i. assess the strategic relevance of the FIRST Programme and its interventions;
 - ii. assess FIRST Programme contributions under each result area as well as the sustainability prospects of the results achieved;
 - iii. draw forward-looking recommendations to inform the future of the programme and of the European Union-FAO strategic partnership around FNSSA.
5. The evaluation questions (EQ) and sub-questions developed to adequately inform on these broader objectives are clustered around eight key criteria as shown in Table 2 below.

Table 2: Evaluation questions and sub-questions

Domain	Evaluation Question	Sub-Questions
1. Relevance	1. To what extent is the programme relevant to the European Union priorities, FAO strategic Framework, national/regional development objectives, and the needs of the most vulnerable?	1.1 To what extent is the programme relevant to European Union priorities?
		1.2 To what extent is the programme relevant to the FAO Strategic Framework?
		1.3 To what extent is the programme relevant to national/regional development objectives?
		1.4 How has the programme maintained its relevance to the evolving FNSSA context and the SDG agenda?
		1.5 To what extent is the programme relevant to the needs of the most vulnerable?
		1.6 Is the programme time frame realistic in relation to its objectives?
		1.7 Is the programme adapted to the institutional/human capacities of the partner government and/or other key stakeholder(s)?
2. Partnership	2. How does the programme engage in partnerships (national, regional and international) and to what extent are these partnerships complementary and synergetic?	2.1 How does the programme engage in partnerships with country stakeholders?
		2.2 Is there evidence of complementarity/synergies with other actions funded by the European Union (in particular budget support), by FAO and by other entities (donors, public and private)?
		2.3 Has the FAO-European Union strategic partnership proved effective (technical/political complementarity)?
3. Comparative advantage	3. What is the added value of the FIRST programme compared to traditional forms of technical assistance?	
4. Efficiency	4. To what extent are the implementation systems/structures functioning?	4.1 To what extent has the programme drawn on external short-term expertise at the country level?
		4.2 To what extent has the programme drawn on FAO technical expertise (backstopping)?
		4.3 To what extent has knowledge networking and sharing of lessons learned and good

		practices across countries between policy officers taken place?
		4.4 Is there an effective monitoring and reporting system in operation (including risk management) and does monitoring data feed into decision-making?
5. Effectiveness	5. To what extent has the programme achieved, or is it expected to achieve, the planned outputs and outcomes (i.e. the envisaged policy changes?)	5.1 Are outputs delivered as planned? 5.2 Are the expected outcomes likely to be achieved (country and programme level)? 5.3 What are the outcomes in terms of credible policies (indicators: policy coherence, governance structures, budgeting, budget execution)?
6. Sustainability	6. What are the spillover/catalytic effects/sustainability prospects of the results achieved?	6.1 Have the relevant authorities/stakeholders taken the financial measures to ensure the continuation of services after the end of the action? 6.2 Are key stakeholders acquiring the necessary institutional and human capacities to ensure the continued flow of benefits/services?
7. Impact	7. To what extent are the FIRST outputs and outcomes likely to have an impact (intended and/or unintended) at the beneficiary level (e.g. on the most vulnerable people)?	7.1 Are there any indications of impact (intended and/or unintended) at country or programme level?
8. Gender	8. To what extent has the programme contributed to gender equality and social inclusion in the partner countries?	8.1 How has the programme integrated gender issues at the country level? 8.2 To what extent has the programme contributed to mainstreaming gender in FNSSA policies?

1.4 Methodology

6. The evaluation exercise entailed a consultative and transparent approach throughout the entire process with both internal and external stakeholders. Triangulation of evidence has underpinned validation and analysis and supported the identification of appropriate conclusions and recommendations.
7. The evaluation questions listed under section 1.3 have guided the assessment. The evaluation matrix (including evaluation sub-questions, methods for data collection, and sources of data for each question) was developed and contextualized according to the countries, interventions, and stakeholders involved (Appendix 2).
8. In answering the evaluation questions, the evaluation team has relied on multiple sources of primary and secondary data, and used a mixed-methods approach for data analysis, triangulation and validation. Sources of data and methods of collection included document review; synthesis of evidence from relevant evaluations/reports; interviews; group meetings, debriefing sessions, an online survey and in-depth country studies. More specifically:
 - i. desk review of relevant corporate and programme documents;
 - ii. semi-structured interviews with key stakeholders, including FAO staff (at headquarters and country level), European Union (headquarters and Delegations), partner government officials, other development partners and representatives of

- other key stakeholder groups such as producer organizations, civil society organizations, the private sector, local authorities and women's groups;
 - iii. an online survey with policy officers to collect broad based information;
 - iv. six country studies to gather country level evidence and provide an in-depth assessment of achievements, challenges and lessons learned.
9. The desk review consisted of:
- i. a review of FIRST documentation at the global level (action document, FIRST concept note, global progress reports, mid-term review and results-oriented monitoring (ROM) review, global think piece and concept note for the next phase);
 - ii. analysis of FIRST's (reconstructed) theory of change;
 - iii. a review of FIRST documentation at country level (inception report, analysis of policy implementation bottlenecks, graduation strategy, annual reports, etc.);
 - iv. a desk review of key documentation relating to each of the country contexts;
 - v. in-depth analysis of documentation relating to the six selected countries and their in-country FIRST policy objectives.
10. The online survey was sent to fourteen policy officers in the countries not visited by the evaluation team and has been used to collect a large amount of data in a cost-efficient manner. The survey questions were derived from the original evaluation questions and limited to topics not addressed in the annual progress reports. The questions were translated into French and Spanish and distributed via Survey Monkey. Eleven of the fourteen policy officers responded, i.e. a return rate of 79 percent. Since some of the policy officers work in more than one country, the online survey collected information from 13 countries, namely: Afghanistan, Burkina Faso, Colombia, Ethiopia, Fiji, Liberia, Malawi, the Niger, Palestine, Pakistan, Solomon Islands, Timor-Leste and Vanuatu, as well as one regional organization, namely the Economic Community of West African States (ECOWAS).
11. The in-depth country studies have been carried out through desk analysis and subsequent field missions to collect data through semi-structured interviews with key stakeholders. Prior to the country visit, a list of stakeholders for these semi-structured interviews had been agreed between the Policy Officer and the evaluation team, including the key stakeholders with whom the programme has directly interacted and those affected by the policy processes supported by FIRST. Overall the evaluation team has interviewed more than 160 people (Appendix 1, from partner governments, other donors, civil society organizations, small producers' organizations, women's groups, youth associations and private sector organizations).
12. The sample for the country visits included six countries across three regions: Chad, Côte d'Ivoire and Kenya in Africa; Cambodia and Myanmar in Asia; and Guatemala in Latin America. The following criteria were taken into consideration in the sample selection:
- i. information-rich cases to illustrate the results of FIRST-related work;
 - ii. diversity of topics/themes covered by FIRST interventions;
 - iii. countries where a FIRST policy officer is currently working;
 - iv. geographical distribution to ensure coverage of all regions.
13. Table 3 below provides a summary of FIRST objectives and policy processes supported in the countries selected for the field visits.

Table 3: FIRST objectives and supported policy processes in the visited countries

Country	FIRST objectives	Main policy process supported
Chad	To support the implementation of the revised National Rural Development Investment Programme (PNISR). Priority is given to strengthen implementation capacities of ministries' staff, advocate for a more effective and efficient allocation of resources, improved policy dialogue and monitoring and evaluation of interventions included in the PNISR.	Loi d'Orientation agro-sylvo-pastoral et halieutique National Rural Development Investment Programme (PNISR)
Côte d'Ivoire	To support the formulation and implementation of the revised National Agricultural Investment Programme (PNIA II, 2018-2025) that better incorporates food security and nutrition concerns and includes relevant nutrition indicators aligned to the National Multisectoral Plan on Nutrition.	National Agricultural Investment Programme (PNIA II) 2018-2025; National Multisectoral Plan on Nutrition.
Kenya	To support the formulation of the revised Agricultural Sector Transformation and Growth (ASTGS) which incorporates FNSSA issues, and the related National Agricultural Investment Plan, and provide capacity development support to the taskforce and working group in charge of the formulation. The focus is also on strengthening the agricultural sector intergovernmental coordination mechanism, as well as on improving inter-ministerial coordination on food security and nutrition by supporting the establishment of a Food and Nutrition Security Council.	Agricultural Sector Transformation and Growth Strategy (ASTGS) and National Agricultural Investment Plan; Food and Nutrition Security Policy.
Cambodia	To support the Council for Agricultural and Rural Development (CARD) - mandated to facilitate coordination, policy guidance and monitoring for agriculture and rural development, social protection, food security and nutrition - to play an increasingly dynamic role in policy formulation and debate.	National Strategy on Food Security and Nutrition (NSFSN); Agriculture Sector Master Plan (ASMP).
Myanmar	To support the Ministry of Agriculture, Livestock and Irrigation with policy development in the agricultural and land sector, focusing mainly on the Agriculture Development Strategy (ADS), the Global Agriculture and Food Security Programme (GAFSP), the National Land Use Policy and the Multi Sector National Plan of Action for Nutrition as the policy processes to take forward land issues and their linkages with food security and nutrition.	National Land Use Policy (NLUP), Agricultural Development Strategy (ADS); multi-sector national plan of action for nutrition; European Union budget support development process; aquaculture sector development plan.
Guatemala	To support multi-sectoral coordination and evidence-based mechanisms to improve the implementation of the National Strategy for the Prevention of Chronic Malnutrition (ENPDC) and strengthen the contribution of the national Family Farming Programme (PAFFEC) and related actions into the components of ENPDC.	ENPDC, PAFFEC, Ministry of Agriculture (MAGA), FNS civil society institution (INCOPAS)

14. From the data collected through the different methods, the evaluation team has analysed the entire results chain, from activities to outputs, outcomes and (early signs of) impact, as well as the corresponding assumptions underpinning the proposed theory of change in order to establish, where possible, the causal links between the different levels of the results chain. As processes for measuring policy change can be complex, the evaluation has made use of participatory methods to allow programme staff and the evaluation team to collaborate in learning and identifying lessons together.

15. In order to assess FIRST **relevance**, the evaluation assessed the extent to which the programme has remained a strategic initiative for policy assistance on FNSSA, which builds

on the strengths and synergies of the FAO-European Union partnership, rather than simply serving as a facility for technical assistance at the country level. It assessed the programme's capacity to adapt to the evolution of the political environment (at the global and country levels) and to the evolution of the social, economic and environmental challenges affecting FNSSA since the start of the programme. This assessment has been based on information collected through the desk review, the online survey with policy officers and the semi-structured interviews carried out during field visits.

16. For **partnership**, the evaluation has analysed how the programme engaged stakeholders in partnerships around FNSSA at the country level, and how the programme has affected the European Union-FAO partnership at both the country and global levels; in the case of the latter the evaluation team has assessed if and how the programme has nourished the global and country policy dialogue on FNSSA. It also looked at the added value FIRST provided to FAO and European Union investments; in the case of the latter it has looked particularly at links with sector budget support operations. This assessment has been based on the evidence collected during the country visits and on the opinions of policy officers, FAO country offices, European Union Delegations (EUDs) and partner government structures, collected through the online survey and the semi-structured interviews carried out during the country visits.
17. For the question on **comparative advantage**, the evaluation assessed what the added value of the programme is compared to other more traditional forms of technical assistance. This assessment was based on the evidence collected during the country visits and on the opinions of policy officers, FAO country offices, European Union Delegations, government structures and other partners, collected through the online survey and the semi-structured interviews carried out during the country visits.
18. **Efficiency** looked at how programme resources, structures and systems have been made available and exploited to support implementation, and in particular:
 - i. technical backstopping from the management team;
 - ii. guidance notes and other material disseminated;
 - iii. training;
 - iv. networking facilitation by the management team for sharing knowledge and lessons learned;
 - v. regional meetings;
 - vi. country envelopes of funds managed directly by the policy officer;
 - vii. monitoring and evaluation (M&E) system (programme and country levels).
19. Efficiency also looked at how FIRST has drawn on FAO and European Union resources, such as FAO technical expertise and opportunities created through other European Union initiatives and programmes. It also explored how the programme's internal M&E system has been used for programme management. This assessment was based on the desk review (particularly progress reports), the online survey with policy officers and on the semi-structured interviews with such officers during the field visits.
20. For **effectiveness**, the evaluation assessed the concrete results delivered to date and examined how FIRST policy officers have interacted with programme stakeholders. The evaluation focused on stakeholders' behavioural change and examined whether and how FIRST's interventions contributed to these changes. Behavioural change is defined here as a change in opinions, attitudes, procedures or content of policy context/processes. Policy

and technical officers' ability to influence stakeholders to coordinate FNSSA policy have been observed through evidence of their ability to collaborate, form coalitions and networks, and improve skills and awareness.

21. For **sustainability**, the evaluation assessed if the relevant authorities and stakeholders have taken the necessary financial measures to ensure the continuation of services after programme closure and if the key stakeholders are acquiring the necessary institutional and human capacities to ensure the continuity of the work supported by FIRST. This has been assessed through the online survey and through the semi-structured interviews with various stakeholders during the country visits.
22. For **impact**, the evaluation team analysed if and how change has occurred on a broader level, i.e. progress towards the overall objective of FIRST based on the documentation collected and on stakeholders interviews during the country visits, as well as the contribution of FIRST to those changes.
23. For **gender**, the evaluation assessed how the programme has integrated gender issues at the country level and to what extent it has contributed to mainstreaming gender in FNSSA policies. This was assessed through the semi-structured interviews during the country visits as well as the document review process.
24. The evaluation was carried out between October 2019 and February 2020 and consisted of four phases: Inception (October 2019); Data collection (November-December 2019); Analysis (December 2019 – January 2020); and Final reporting (January-February 2020).

1.5 Limitations

25. The FIRST Programme is very large in terms of geographical scope and number of interventions. Due to time, capacity and budget constraints, this evaluation has not covered all individual interventions, nor have country missions been carried out for all countries. The evaluation team had to make informed decisions selecting a limited number of countries to visit, based on sound criteria as outlined in section 1.4 above on Methodology. Moreover, for the countries not included in the field visits, the evaluation team ensured that information has been collected through desk reviews, including evaluative evidence from past evaluations conducted by the FAO Office of Evaluation (OED) and an online survey with policy officers in those countries.

1.6 Structure of the report

26. Following this introduction, Chapter 2 presents the background and context of the project. Main findings are presented in Chapter 3 grouped by evaluation question. Lastly, conclusions and recommendations are found in Chapter 4.

2. Background and context of the programme

2.1 Context of the programme

27. The FIRST Programme was launched in July 2015 by FAO and the European Union to support the governments of targeted countries to strengthen the enabling policy and institutional environment for FNSSA with a view to improving levels of FNSSA.
28. The purpose of FIRST is to bring together, and work with, governments, European Union Delegations, FAO Representations and other development partners to:
- i. review the existing national policy and institutional framework for FNSSA;
 - ii. identify bottlenecks and opportunities for improving impact at scale;
 - iii. develop options for improving delivery and impact;
 - iv. advocate and develop human and organizational capacities for policy development and in particular for implementation;
 - v. facilitate evidence-based and inclusive policy dialogue and stakeholder coordination;
 - vi. promote more and better investment and resource allocation for FNSSA in line with the priorities spelled out in the national policies.
29. Programme duration was set at four years with a total initial budget of EUR 40 million, of which EUR 30 million was from the European Union and EUR 10 million from FAO. Table 4 below shows the programme's financial situation at the end of 2019.

Table 4: FIRST interim financial situation in millions EUR on 31 December 2019

	Total allocated	Total expenditures	Remaining budget
European Union	37.0	22.5	14.5
FAO	10.0	5.9	4.1
Grand Total	47.0	28.4	18.6

30. The provision of policy assistance and capacity development services has been primarily driven by demand from the selected European Union priority countries in accordance with the programme resource constraints. This implied a selection of priority countries and a focus on strategic areas that offered opportunities for bringing about positive change.
31. The target countries and regions for FIRST were selected according to the following preconditions:
- i. FNSSA had been identified as a priority sector in the European Union's 2014-2020 programming cycle;
 - ii. FNSSA had been prioritized within FAO's Country Programming Framework (CPF);
 - iii. existence at the country level of a window of opportunity, connected to an active policy process, requiring early and rapid implementation;
 - iv. potential of the window of opportunity for leveraging resources for FNSSA;
 - v. Government commitment to engage in dialogue and consultation with FAO and the European Union Delegation.
32. Initially FIRST was supposed to support between 20-25 of the 60 countries where agriculture and/or food and nutrition security had been identified as a focal sector for the European Union 2014-2020 programming. However, demand was much higher than

expected and by 2017 FIRST was supporting 31 countries and one regional organization. This implied a stretching of available financial resources with the result that support had to be reduced to two rather than the originally planned three years of support.

33. At the end of 2019, FIRST was active in 27 countries and one region. The following countries and region were funded through the European Union-FAO FIRST programme: Burkina Faso, Chad, Côte d'Ivoire, Ethiopia, Kenya, Liberia, Malawi, Niger, Sierra Leone, United Republic of Tanzania (the), Uganda and ECOWAS in Africa; Cambodia, Fiji, Myanmar, Pakistan, Solomon Islands, Timor-Leste, and Vanuatu in Asia and Pacific; Colombia, Cuba, Guatemala and Honduras in Latin America; West Bank and Gaza Strip in the Middle East. Afghanistan, República Democrática Popular Lao (la), Sri Lanka and Mali were funded through the FAO Strategic Programme on Food Security and Nutrition (SP1). The evolution of the countries and regions covered by FIRST since 2016 is presented in Appendix 3.
34. In 2018 FIRST underwent a strategic reorientation. This was felt necessary after the programme results-oriented monitoring review which identified the following two key conclusions:
 - i. the two years of support FIRST provides to each country is too short to achieve expected results to strengthen the enabling policy environment;
 - ii. in order to contribute to tangible change in people's lives, FIRST needs to readjust the emphasis of the scope of its work from policy development towards strengthening policy implementation capacities.
35. The results-oriented monitoring review recommended the development of a strategy for the institutionalization of some FIRST functions to ensure a smooth transition of policy support at country level after the end of the FIRST Programme.
36. An extended phase of the programme covering June 2019 to December 2022 was granted by the European Union, with additional support of EUR 7 million to consolidate the results achieved so far and to enhance the work on strengthening national capacities for policy implementation. The extended phase includes a reduced number of countries (22). Decisions about where to continue FIRST support and where to stop policy assistance beyond June 2019 was made in close consultation with the Commission's Directorate-General for International Cooperation and Development (DEVCO C1).
37. The FIRST management team estimates that with the current available resources the programme will be able to cover country policy officer positions until August 2021.
38. During the extended phase, in order to support policy implementation capacities, FIRST started carrying out country level analyses aimed at identifying key policy design gaps and implementation bottlenecks (institutional, organizational, political and financial) and related investment options that have the potential to accelerate progress towards SDG2. The so-called country level policy effectiveness analyses (country diagnostics) are almost finalized in all countries and are informing the direction of policy support during the remaining part of the extended phase.
39. Furthermore, during 2019, FIRST countries have been developing so-called graduation strategies, which outline the longer term changes needed to accelerate progress towards SDG2, focusing on implementation challenges, and the actual contribution of FIRST to this change over the next one and a half years. These strategies are developed by policy officers

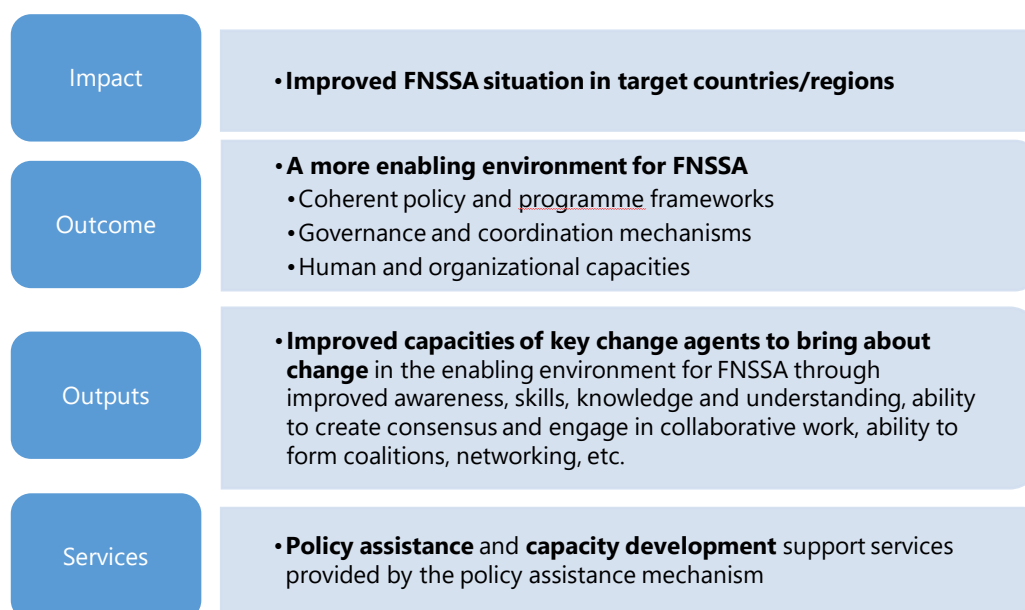
in close collaboration with the European Union Delegation, FAO Representation and government counterparts.

40. One of the new elements of the strategic reorientation is the strengthening of the programme's global nature through the capture and sharing of key lessons learned and knowledge generated by FIRST and other relevant stakeholders on how to accelerate implementation of the SDG2 Zero Hunger agenda. To initiate this process, the programme has developed a Global Think Piece that draws special attention to specific bottlenecks constraining progress, but also success stories and opportunities for accelerating progress towards SDG2, based on the findings of the country policy effectiveness analyses and knowledge gained by FIRST.
41. The programme is embedded in FAO's corporate coordination structure and delivery mechanisms. The programme is managed by the FIRST management team, a light management unit set-up at FAO headquarters within Strategic Programme 1. Initially, a joint steering committee with the programme INFORMED was planned, but given the differences between the two programmes it did not work. Instead, regular (at least twice per year) meetings between FIRST management and DEVCO-C1 was opted for. Under the technical guidance of the SP1 Deputy Leader, the FIRST management team is responsible for overall management and coordination of this partnership programme across all countries and technical units, policy assistance support, coaching and guidance of the policy officers, mobilization of technical expertise in support of countries, budget management, monitoring, reporting, and liaison with the European Union (at country and global levels). FAO provides additional support with its own resources by mobilizing regular staff and short-term experts who are recruited ad hoc (see Appendix 5). The organigram of programme staff at the end of 2019 is presented in Appendix 4.
42. The management of the work at country level is delegated to the FAO Representations and European Union Delegations, with the policy officer and technical experts being supervised directly by the FAO Representative, working in close consultation with, and under the guidance of the European Union Delegations.
43. The main features characterizing FIRST's design can be described as follows:
 - i. FIRST is a demand-based "policy assistance" facility; the objectives, policy processes to support, and work plans are discussed and decided on a country-by-country basis;
 - ii. assistance to policy processes is not focused on top-down blueprints to be rolled-out, but on developing capacities (through mentoring and coaching) and leveraging action;
 - iii. the facility has its roots in the long-term partnership between FAO and the European Union and aims at adding value to both partners' actions at the country level;
 - iv. the in-country programme structure is based on a triangular partnership including Government, the FAO Country Office, and the European Union Delegation;
 - v. a large number of high-level staff (policy officers), selected for their technical and soft skills, is posted on long-term assignments within partner countries' government structures;
 - vi. Policy officers do not work in isolation but constitute a network and a community of practice with vertical exchanges with headquarters and horizontal exchanges amongst themselves.

2.2 Theory of change

44. According to the FIRST theory of Change (TOC), impact, in terms of improved FNSSA in the target countries, will result from a more enabling policy and institutional environment for FNSSA (FIRST Outcome) leading to the improved efficiency and effectiveness of resource allocation and investment by Government and partners. The more enabling policy and institutional environment for FNSSA will in turn result from a combination of increased capacities of key government staff and stakeholders, improved human resource and organizational development in partner countries, and improved strategic coordination and governance across sectors and stakeholders in support of FNSSA.

Figure 1: FIRST theory of change



Source: Project Document

45. The main responsibility for the achievement of the intended FIRST Impact and Outcomes lies primarily with governments, who are responsible for the design, adoption and implementation of policies, the allocation and utilization of resources for policy implementation, the governance of FNSSA, the coordination of stakeholders, and the implementation of FNSSA information systems that inform decision-making. FIRST contributes to bringing about improvements in the policy and institutional environment for FNSSA by developing the capacities of change agents that are influential in the FNSSA domain (FIRST Outputs) through the delivery of policy assistance and capacity development services designed to address critical gaps in change agents' abilities to deliver (FIRST services).
46. The focus is on capacities in terms of awareness and understanding of relevant and critical FNSSA issues, skills and know-how in terms of FNSSA governance, policy development and implementation, facilitation of policy dialogue and fostering collaboration among stakeholders around FNSSA, as well as the formation of alliances and partnerships in support of action on FNSSA.

47. The programme documents do not explicitly state the assumptions underpinning the theory of change. Based on some of the key documents received and on additional information collected throughout the course of the assignment, the evaluation team has identified some of the key assumptions that need to hold for the programme to deliver the planned results (Table 5). The Outcome to Impact and Outputs to Outcome assumptions describe some of the fundamental roles that country governments and FNSSA stakeholders have to play in order to deliver on an improved country policy environment. The Policy Effectiveness Analyses carried out in the 22 countries currently supported by FIRST provide a good assessment of most of these assumptions and how they are affecting the achievement of the programme objectives, while the Graduation Strategies identify some of the options available to address these issues.
48. The assumptions related to government leadership, policy coherence, strategic coordination and cross-sectoral coordination have been used in this evaluation to build the evaluation matrix and guide stakeholder interviews. Whether these key assumptions held or not, clearly had a significant effect on the progress achieved by FIRST in the assessed countries.

Table 5: Reconstructed assumptions

Narrative summary	Assumptions
Impact: Improved FNSSA situation in target countries/regions	
Outcome: A more enabling environment for FNSSA Coherent policy and Programme frameworks Governance and coordination mechanisms Human and organizational capacities	Assumptions affecting the outcome to impact link: Government leadership. Policy coherence of non-FNSSA policies (humanitarian, finances, fiscal, justice, trade, security, research, education, energy, infrastructures, decentralization, etc.) with FNSSA policies. Responsible private sector investments in the agri-food sector.
Outputs: Improved capacities of key change agents to bring about change in the enabling environment for FNSSA through improved awareness, skills, knowledge and understanding, ability to create consensus and engage in collaborative work, ability to form coalitions, networking, etc.	Assumptions affecting the output to outcome link: Willingness of governments and stakeholders (development partners, producers' organizations, private sector, civil society organizations, women's groups, etc.) to improve strategic coordination around FNSSA policies and their implementation. Identification of appropriate means/structures to facilitate cross-sectoral coordination.
Activities: Policy assistance and capacity development support services provided by FIRST	Assumptions affecting the activities to outputs link: Availability of an adequate number of policy officers with appropriate technical and soft skills. Partner governments convinced of the need to develop staff capacities and make necessary provisions. Capacity needs correctly identified. Sufficient number of champions within the government who push the policy processes supported. Availability of technical support from FAO headquarters. FAO Country Offices support FIRST.

European Union Delegations support FIRST.
Policy officers adopt a facilitation role and are not diverted away from the work of FIRST towards other tasks.
Government commitment to reform/restructure and resource public sector organizations in the FNSSA area (central and local level).
Willingness of governments and stakeholders to improve strategic coordination around FNSSA policies and their implementation.

2.3 Proposal for a follow-up programme

49. To support the goal of a deep transformation of agricultural and food systems, and building on the Global Think Piece and on the outcomes of the Policy Effectiveness Analyses and Graduation Strategies recently developed with support from FIRST, FAO has proposed a follow-up programme for the period 2021-2025. This programme is meant to deepen the collaboration between the European Union, FAO, partner governments and various other national and international partners to bring about policy change leading to improved FNSSA across three domains:
- i. transformation of agriculture and food systems to deliver multiple impacts, including on human health, social development, the environment, the eradication of hunger and extreme poverty, and inclusive growth;
 - ii. social transformation to put women, youth and consumers in the driver's seat through an empowerment agenda which brings them to the centre of the policy arena;
 - iii. make governance more effective by refocusing efforts on overcoming policy implementation bottlenecks that challenge the achievement of the SDG2 policy change agenda.
50. The follow-up programme would continue to deliver policy assistance and capacity development services related to the three FIRST outcome areas (policy and programme frameworks, governance and coordination mechanisms, and human and organizational capacities) and would continue to rely on a network of policy officers embedded in government institutions, working closely with European Union Delegations, FAO Representations, different government counterparts and stakeholder groups. The network of policy officers would be supported by thematic teams, comprising technical staff from FAO and partner organizations.
51. FAO has proposed that during the transition period to the follow-up programme, FIRST will continue to address some of the major bottlenecks identified in the Policy Effectiveness Analyses, bringing policy dialogue to a higher political level and generating global knowledge looking a/o into positive and negative impacts of national policies on a range of development goals (i.e. nutrition and health, social development, climate change, gender equality, youth, poverty) as input for work on agri-food systems and social transformation. According to the FAO proposal, securing the continuation of the policy officers' network would be essential for maintaining knowledge and ensuring a smooth transition to a follow-up programme.

3. Findings

52. Findings are analysed and presented grouped by evaluation questions.

3.1 EQ 1. Relevance - To what extent is the programme relevant to European Union priorities, FAO Strategic Framework, national/regional development objectives, and the needs of the most vulnerable?

Finding 1. FIRST approach and structure are very relevant to its objectives and theory of change.

53. In 2008 FAO carried out a major learning exercise (FAO, 2008), with a view to identifying the factors leading to the success and failure of policy assistance to partner countries, and to identify widely-applicable lessons and best practices to improve the effectiveness of policy assistance. The focus of the study was on providing assistance at the national level; global or regional level assistance were only addressed when these contributed to national level processes. This qualitative study was based on a review of existing literature, and an in-depth review of 12 FAO policy assistance projects and consultation with 25 agencies conducting policy assistance activities.

54. Many, if not all of the conclusions of this study have been incorporated into FIRST, e.g. that the experts in charge of policy assistance should have a combination of technical and soft skills and that a continuous institutional presence, through a country policy officer or a long-term adviser, is a good practice. Both of these are very evident in the case of FIRST. The study also argued that advisers "embedded" in the national institutional context are better placed to assess the local situation through close and continuous interaction with stakeholders and policymakers, allowing for a deeper understanding of key factors and drivers of change as well as capacity needs. This fully collaborative, embedded approach is considered key to the development of trust which was found to be a major differentiating factor of FIRST.

Finding 2. FIRST is in general highly relevant to European Union priorities both on the global and the country level.

55. On the global level, FIRST is highly relevant to stated European Union priorities and to the cross-cutting priority of strengthening sector governance. For the 2014-2020 programming period, the European Union has focused on four priorities to tackle the challenges of food and nutrition security, and sustainable agriculture. These are: i) enhancing the resilience of the most vulnerable to food crises, to build sustainable and resilient societies; ii) fostering specific nutrition outcomes, to secure health and well-being for present and future generations; iii) increasing responsible investments in agriculture and food systems, to foster inclusive and equitable economic transformations that will assure jobs and growth, particularly for younger generations; and iv) stimulating innovations for sustainable agri-food systems, to produce more and better food against the background of climate change, while preserving natural resources and biodiversity for future generations. Strengthening sector governance, addressing climate change and promoting gender equality have been integral concepts in all four areas.

56. On the country level, in most cases FIRST is highly relevant to European Union priorities, as this was one of the eligibility criteria for FIRST support (as noted above). As for the countries visited the situation can be summarized as follows:
- i. In Guatemala, “Reducing food insecurity, with an emphasis on tackling chronic malnutrition and promoting integrated rural development” is identified as one of the focal sectors for European Union support to the country, with a budget of EUR 80 million assigned to food and nutrition security, representing 43 percent of the total planned budget under the Multiannual Indicative Programme (MIP) 2014–2020.
 - ii. In the case of Kenya, “Food Security and resilience to climatic shocks with a focus on arid and semiarid land (ASAL)” is a focal sector for European Union support with a designated budget of EUR 190 million corresponding to 44 percent of the total National Indicative Programme (NIP) 2014-2020.
 - iii. In the case of Chad, the most important focal sector is Food Security, Nutrition and Rural Development (EUR 369 million corresponding to 68 percent of the total NIP 2014-2020).
 - iv. In the case of Myanmar, Rural Development, Agriculture and Food and Nutrition Security constitute 35 percent of the total European Union envelope in the 2014-2020 NIP, and FIRST is considered by the European Union Delegation as very relevant, particularly with regard to its actions in support of the land reform process. Moreover, FIRST has been instrumental in designing and negotiating a new budget support programme on nutrition with the Government. In addition, FIRST has been instrumental in designing and negotiating a European Union-funded land reform project in support of the National Land Use Council, to be implemented by FAO.
 - v. In the case of Côte d’Ivoire, FIRST is partly relevant to European Union supported actions, since FNSSA is not a focal sector for European Union support, despite the fact that it has several programmes in this sector, e.g. on food crops, family farming and post-harvest processing, cassava, agricultural statistics and land tenure.
57. The case of Cambodia is an exception to this overall finding. While the focus of FIRST is on food and nutrition security (FNS), this is not considered a priority sector for the European Union in Cambodia. On the other hand, Sustainable Agriculture (Agriculture/Natural Resource Management) is one of the three European Union focal sectors selected for the period 2014-2020, whereas this is not currently a priority of FIRST Cambodia. Also of note is the fact that notwithstanding the importance attached to fisheries by the European Union, FIRST has had very limited engagement in this sector. Given FIRST’s focus on food security and nutrition (FSN) and the clear links with fisheries in a country like Cambodia where fish is a major source of protein for the population, there would appear to be scope for synergies.

Finding 3. FIRST is generally highly relevant to the FAO Strategic Framework at the global and country level.

58. At the global level, FIRST is highly relevant to the FAO SO1 (Contribute to the eradication of hunger, food insecurity and malnutrition) to SO3 (Reduce rural poverty) and to SO6 (Technical quality, knowledge and services to ensure technical leadership and the integration of statistics and the cross-cutting issues of climate change, gender, governance, and nutrition in the design and delivery of the Strategic Objectives). It is partly relevant to SO4 (Enable Inclusive and Efficient Agricultural and Food Systems) and to SO5 (Increase

the resilience of livelihoods to threats and crises) (see Box 1 below for a synthetic overview of the FAO Strategic Objectives).

Box 1: FAO Strategic Objectives

SO1: Contribute to the eradication of hunger, food insecurity and malnutrition
 SO2: Increase and improve the provision of goods and services from agriculture, forestry and fisheries in a sustainable manner
 SO3: Reduce rural poverty
 SO4: Enable more inclusive and efficient agricultural and food systems
 SO5: Increase the resilience of livelihoods to threats and crises
 SO6: Technical quality, knowledge and services to ensure technical leadership and the integration of statistics and the cross-cutting issues of climate change, gender, governance, and nutrition in the design and delivery of the Strategic Objectives

59. At the country level, FIRST is generally aligned to the CPF, with variations depending on the local context.

Finding 4. FIRST is partly aligned to national/regional development objectives.

60. In the countries visited, in general the programme is well aligned to national priorities. Relevance to national priorities was assessed by comparing and matching FIRST work with an analysis of FNSSA policies and plans as described in various documents, and through interviews with national stakeholders:

- i. In Côte d'Ivoire, FIRST is at the heart of the country's Comprehensive Africa Agriculture Development Programme (CAADP) process, through its contribution to the elaboration of the second National Investment Plan for Agriculture (PNIA2). As noted by a senior officer in the Ministry of Agriculture, *"FIRST has a great added value; the PNIA2 is the backbone of our agricultural policy"*.
- ii. In Myanmar, FIRST is fully aligned with the Multisector National Nutrition Policy, the Agricultural Development Strategy, and to the Land Use Policy, to which FIRST has contributed greatly.
- iii. In the case of Chad, as confirmed during the meeting with the Minister of Agriculture and the senior management staff, FIRST is considered very relevant to national priorities and plans. Moreover, during the last three years, Chad's policy framework on FNSSA has been enriched with the implementation of new public policies and FIRST work has been highly integrated into the FNSSA policy processes in the country.
- iv. In Cambodia, FIRST is very relevant to national priorities as described in the National Strategy on Food Security and Nutrition (NSFSN) 2019-2023, which was developed with strong support from FIRST. Furthermore, FIRST can be considered as having been instrumental in promoting a broader understanding of, and approach to, FNSSA in the country.
- v. In the case of Kenya, the importance of agriculture has been highlighted through the national Vision 2030 and the Medium-Term Plan III, and most recently the President's "Big Four" priority agenda for 2017-2022, which emphasizes the importance of 100 percent food and nutrition security for all Kenyans. Since the beginning, FIRST has focussed its policy support on the new Agricultural Sector Transformation and Growth Strategy (ASTGS), which aims at boosting agricultural sector transformation

across the country, while addressing poverty reduction, and food and nutrition security.

- vi. In the case of Guatemala, FIRST is conceptually aligned with national priorities but there are operational differences. Although improved food and nutrition security is a declared present (and future) priority, as well as numerous preceding governments of Guatemala, the results achieved to date, i.e. the track record, as well as the reduced government funding and expenditure on FNS related areas gives rise to concern on the real level of commitment of the Government(s) to tackle the structural causes of food and nutrition insecurity. The situation is compounded by the clear differences in the conceptual (mis)understanding of what FNS is, which results in a generalized tendency to consider the problem as mainly existing in a specific area (the so-called *Corredor Seco*) and to the belief that chronic malnutrition can be resolved through food aid (palliative approach) rather than perceiving it as a structural/poverty related issue which requires a multisectoral/multi-stakeholder approach (with adequate funding). FIRST has facilitated dialogue between the government and United Nations agencies, among others, in order to develop the strategic component of food availability and access to food. Under the new government strategy, FIRST is working closely with the Ministry of Agriculture to develop strategic actions to support the implementation of the *Cruzada por la Nutrición de Guatemala* (new national strategy to prevent chronic malnutrition).
61. FIRST has been aligned with actions on the subnational/local level in some cases, but not in others, e.g. Chad and Côte d'Ivoire, while in the case of Kenya FIRST has been supporting the coordination mechanism for the development and implementation of the national agricultural strategy between the national and the counties levels, but to date this coordination mechanism has not been effective. In the case of Cambodia, FIRST's support to the decentralization process and the organization of stakeholder consultations on the NSFSN 2019-2023 strategy on provincial (subnational) level as well as planned work on improved data/monitoring aim to ensure that FNS is not left behind at the subnational level, and to improve the targeting of interventions to the most vulnerable. The current priorities of FIRST have been identified on the basis of the evolving context, and in order to build on achievements and fill gaps including follow-on actions to support dissemination and implementation on the subnational level. However, as FIRST moves to supporting the policy implementation phase, the lack of institutional capacities at national and in particular, subnational levels, will become a major challenge.
 62. FIRST is well aligned to regional priorities at the African level, where the programme is supporting countries' alignment to the CAADP framework, and countries reporting on CAADP dashboard indicators, which form the basis for reporting at the African Union (AU) Summits on a biennial basis. In the West Africa subregion, the programme is contributing to the development of the subregional policy on fisheries and aquaculture.
 63. However, FIRST is very much a country-based programme with limited engagement on a more regional and subregional level, notwithstanding the fact that many of the FIRST supported countries face similar problems typical of such regions, e.g. West Africa, South East Asia, Central America, etc. The scope for incorporating this regional/subregional focus has not yet been exploited to the extent possible. This is what FAO is trying to do by working with ECOWAS, albeit on the specific thematic area of fisheries and aquaculture. As highlighted by some policy officers and FAO country representatives consulted during the field interviews, other ways this could be done would be by addressing policy issues which

have a clear regional/subregional dimension, such as trade, sanitary and phytosanitary regulations, pest management, use of shared natural resources (e.g. water, protected areas, etc.) and common problems affecting transboundary areas with more emphasis on the sharing of lessons learned and good/promising practices across countries with similar problems, and greater exchanges between policy officers and FAO experts, e.g. the case of the Cambodia Policy Officer who spent time supporting a colleague in Sri Lanka who was dealing with issues already addressed by him in the Cambodian context.

Finding 5. FIRST has maintained its relevance to the evolving FNSSA context and the SDG agenda.

64. In order to accelerate implementation of the SDG2 Zero Hunger agenda, the programme has strengthened its global perspective by capturing and sharing key lessons learned and knowledge generated by FIRST and other relevant stakeholders. To initiate this process, the programme started working in 2018 on a Global Think Piece that draws special attention to specific bottlenecks constraining progress, as well as success stories and opportunities for accelerating progress towards SDG2, based on the findings of the country policy effectiveness analyses.
65. A concrete example on the use of the knowledge generated by FIRST is the regional African seminar organized in Addis Ababa in December 2019. FAO SP1 and the Office for South-South and Triangular Cooperation (OSS), in collaboration with the Regional Office for Africa (RAF) and the Subregional Office for Eastern Africa (SFE), organized this participatory stakeholder workshop to learn about how the private sector and other stakeholders can accompany agriculture and food systems transformations in Sub-Saharan Africa towards more positive outcomes for good nutrition, gender equality, poverty reduction and environmental sustainability. The workshop was highly participatory and built on the knowledge and experience of participants to generate new knowledge and learning. The 72 participants included FIRST policy officers, FAO Representatives and technical experts, European Union Delegations and government counterparts, as well as representatives from regional and subregional organizations and from the private sector (civil society organizations, small-medium enterprises, producer organizations, national development banks and consumer organizations). Based on the knowledge and learning generated in the workshop, each country group identified a list of priorities for action and learning. This will inform country level actions, as well as planning of additional knowledge generation and learning support.
66. After the 2018 strategic reorientation of FIRST, which was felt necessary after the results-oriented monitoring review, FIRST developed a stronger focus on supporting **policy implementation** to accelerate countries' progress towards SDG2. Country level analyses to identify key policy design gaps and implementation bottlenecks, and related investment options that have the potential to accelerate progress towards SDGs, have been finalized for most partner countries and are already informing policy support in the current phase.
67. FIRST has maintained its relevance to evolving national contexts, thanks to its flexibility and the capacity of policy officers to adapt to emerging windows of opportunity, and/or respond to new challenges. An illustrative example of this is the case of Guatemala where FIRST is fulfilling a very relevant role in promoting FNSSA as a state policy rather than a government policy, i.e. not subject to frequently changing approaches by frequently changing governments. This is being achieved by the policy officer who is successfully

serving as a bridge between two administrations by actively engaging with both the outgoing and the incoming governments.

68. In some of the visited countries, policy officers have been incorporating new priorities into the policy discussion. For example, in Guatemala, FIRST is incorporating higher level topical goals into the policy discussion such as an agri-food system approach, climate change and migration. In Chad, FIRST is bringing the need to better address the humanitarian/development nexus into the policy discussions. In Cambodia, there is now a clear acknowledgement that strong economic growth does not automatically lead to a reduction in malnutrition and a growing recognition of the various factors that are posing new challenges for malnutrition, where migration, urbanization, climate change, increases in overweight and obesity – in addition to strong economic growth – all impact on diets and feeding/eating practices. The National Strategy on Food Security and Nutrition (NSFSN) 2019-2023, very much driven by FIRST support, is designed to respond to these challenges which it explicitly refers to. These topics are also addressed more specifically in the form of concept notes, policy guidance notes and input to policy discussions developed by FIRST.

Finding 6. FIRST has promoted better targeting of the most vulnerable people and communities in the design of FNSSA policies and plans. However, there are various constraints to effective targeting such as weak M&E systems (national and subnational level) which limit the scope for assessing the effectiveness of those policies and plans on different groups as well as inadequate funding and poor project performance.

69. FIRST has been promoting the prioritization and targeting of the most vulnerable in policies, strategies and investment plans. This has been done by involving more vulnerable groups into the policymaking processes, by focusing policies on small producers (farmers, fisherfolks, pastoralists), or by targeting specific vulnerable areas, such as in the case of arid and semi-arid land in Kenya.
70. However, the lack of data often impedes a viable assessment of the quality of targeting FNS strategies. For example, in Cambodia, the length of time since the Cambodian Demographic Health Survey in 2014 (the main source of data on nutrition levels of the population), and the next planned survey in 2020 presents major information challenges for targeting FNS strategies. Similarly, in Côte d'Ivoire, according to the Policy Effectiveness analysis carried out by FIRST, although in theory, the National Multisector Nutrition Plan (PNMN) and PNIA2 adequately target vulnerable areas and groups, including specific measures for women and youth to address several of the most important FNSSA challenges, the weakness of the M&E system does not allow the systematic monitoring and collection of data and information disaggregated by gender and other vulnerable groups to assess whether the most vulnerable are being reached in practice.
71. In addition, reaching target groups is often constrained by a lack of funding, the weak implementation rate of projects and programmes in the field which is due to low levels of motivation, lack of resources, under-staffing of the field offices of the ministries in charge of FNSSA, weak capacities of producer organizations and the non-governmental organizations (NGO) involved, insufficient involvement of decentralized authorities, low transparency in the identification of project beneficiaries and often their inaccessibility. These types of constraints are evident to greater and lesser degrees in all visited countries.

Finding 7. FIRST is overly ambitious in terms of policy development and implementation given its time frame.

72. The increased number of countries requesting support from FIRST meant that the initial time frame of three years (already short) was reduced to two years which is definitely not realistic in terms of the goal of creating a more enabling environment for FNSSA. This mismatch between the programme's time/resources and its ambitions is even more stark given the switch in focus of FIRST in 2018 from **policy development** to **policy implementation**, where countries' weaknesses in terms of human and organizational capacities are even greater than in the case of policy design. **Policy reform and implementation** is a long-term process and FIRST is still very much in the **policy development** phase. For example, in Cambodia the NSFSN (referred to above) is still in the elaboration phase, i.e. still some way off from implementation. Where FIRST is already supporting the implementation of policies, strategies and plans, such as in the cases of Côte d'Ivoire and Kenya, these are also in the very early stages. In all cases, the Programme timeframe can be considered as not realistic in terms of its objectives.
73. This finding is in line with the conclusions of the comprehensive study on policy support carried out by FAO (referred to above). According to this study, *"Policy change takes time mainly because changing institutions takes time. Several cases illustrate the fact that policy assistance projects require long-term interventions when institutional reforms are at stake. Specific situations (e.g. post-conflict contexts) or difficult issues (e.g. land-policy reforms) need time to be addressed properly and require continuing assistance and support. Several cases highlighted that the continuity of assistance sometimes is affected by changes in representatives, new donor priorities or modified strategies over time. The immediate consequence and lesson is that persistence matters"* (FAO 2008).

Finding 8. FIRST was well adapted to the institutional/human capacities of the partner government and other key stakeholders during the policy design phase. As FIRST moves to support the policy implementation phase, the lack of institutional capacities at national and in particular subnational levels, will become a major challenge for the programme.

74. In the visited countries, capacities for policy development and, in particular, implementation in the FNSSA area are weak, as highlighted in FIRST Policy Effectiveness Analyses, and assessed through country-based interviews.
- i. In the case of Cambodia, according to the Policy Effectiveness Analysis of the "National Strategy for Food Security and Nutrition 2019-2023" carried out by FIRST, the main bottlenecks to food security and nutrition for FIRST's main counterpart, the Council for Agricultural and Rural Development (CARD), and for ministerial and subnational bodies are: inadequate information systems, funding, coordination, and **human resource and organizational capacity**. FIRST support is very much focussed on coordination and human resource and organizational capacity, and to a certain degree, funding (leveraging funds from various sources), and therefore it can be considered as being well targeted. However, as the programme moves more towards policy implementation, concerns arise. CARD has assumed a passive role to date and as stated in the Policy Effectiveness Analysis: *"in order to accelerate delivery, there is a need to move beyond convening meetings in the various forums, into an era of more strategic management and coordination processes."* The focus now is therefore on developing CARD into a more focussed, strategic partner.

- ii. Similarly, in the case of Guatemala there is a very visible disconnect between policy design and **capacity to implement**; it is one thing to design a policy, and another thing to implement it. As noted by one stakeholder "*there are institutions but there is no institutional*"; decisions are not based on institutional processes but rather are taken by individuals which means that not only is there no institutional ownership of policies, but there is also no institutional capacity to implement those policies.
75. Capacities at local levels are even weaker and though FIRST has done some very valuable work in support of subnational entities, e.g. ensuring their active participation in the development of FNSSA policies, as FIRST moves to supporting the policy implementation phase, the lack of institutional capacities on these lower levels (sub-national/local) levels will become a major challenge.
76. As regards the delivery of capacity development to local partners, the combination of embedded support from the FIRST Policy Officer plus ad hoc short-term expertise is considered valid and fit for purpose but should perhaps also focus on system/organizational capacities and not just on individual/human capacities. As we have seen, people change, systems/organizations less so, therefore measures designed to strengthen human capacities should be complemented by measures to strengthen institutional procedures and processes, e.g. M&E systems.

3.2 EQ 2. Partnerships - How does the programme engage in partnerships (national, regional and international) and to what extent are they complementary and synergetic?

Finding 9. FIRST has been particularly successful in promoting multisector, multi-stakeholder policy dialogue around FNSSA.

77. Policy officers have been very effective in supporting multisector coordination mechanisms and engaging different stakeholders in policy processes. This has been witnessed in all visited countries. In general, there is very high level of satisfaction with FIRST across the board, and the way the programme engages in partnerships is valued by all concerned. Of particular note is the high level of trust that the policy officers have succeeded in establishing in relatively short periods of time.
78. FIRST has been particularly successful in promoting the inclusion of non-state actors in policy processes, such as civil society organizations, producers' organizations, women's associations, youth groups, private sector organizations, think-tanks and research and academic organizations to varying degrees, according to the specific country situation. Links with grassroots organizations are in general good in the countries visited in Africa but more limited in others such as Cambodia and Guatemala. For example, in Côte d'Ivoire, the Policy Officer facilitated the contribution by the National Chamber of Agriculture (which brings together the leaders of smallholder producers' organizations), to the formulation of the PNIA2. FIRST facilitation enabled smallholder producers to clearly formulate their concerns to the Ministry of Agriculture and to recognize the need to reach common positions amongst themselves in order to engage in a more effective way in the dialogue with political authorities i.e. by speaking with one voice. This was also the case for the Review of Public Agricultural Expenditures (RDPA). In Kenya one of the main achievements of FIRST is the ongoing attempt to institutionalize the participation of non-state actors at national and subnational levels in policy dialogue around FNSSA.

79. In many countries FIRST plays a key role in development partners' coordination mechanisms. The quality of these mechanisms varies significantly, ranging from very effective in some cases (e.g. Cambodia, Côte d'Ivoire and Myanmar), to less developed in others (e.g. Chad, Kenya) and problematic in others (e.g. Guatemala). For example, in the case of Cambodia FIRST has been very successful in establishing a broad partnership in support of the work of CARD (and related Ministries) which includes all of the relevant United Nations organizations (FAO; World Food Programme, WFP; World Health Organization, WHO; and United Nations Children's Fund, UNICEF) as well as other donors (European Union; United States Agency for International Development, USAID; German development agency, GiZ; and World Bank) and various civil society organizations (Civil Society Alliance of the Scaling Up Nutrition Movement, SUN) – all of which have contributed to joint efforts such as the subnational consultations on the NSFSN and National Nutrition Day, both financially and in kind. The contribution of FIRST to facilitate dialogue within the development partners' platform in Côte d'Ivoire represents one of its major achievements and its coordination is de facto assigned to the FIRST Policy Officer. Among the consultation frameworks in the agricultural sector, the development partners' platform is the only one really functioning and it convenes regularly every two months. On the other hand, in the case of Guatemala, although FIRST is considered to be playing a key role in promoting policy dialogue with other development agencies in order to combine forces and encourage synergies, work remains to be done as this common understanding/vision is not shared by all donors including within organizations, e.g. FAO and WFP have divergent opinions on how FNS should be addressed and in certain cases adopt contradictory approaches with the former considering that chronic malnutrition can be resolved through food aid (a palliative approach) while the latter perceives it as a structural/poverty-related issue which requires a multisectoral/multi-stakeholder approach.

Finding 10. Complementarities and synergies between FIRST and other actions funded by the European Union are very good when certain conditions are in place: the European Union is engaged in sector policy dialogue at a high level, sector budget support is in place, and the focus of the policy process supported by FIRST coincides with that of the sector budget support. Otherwise complementarities and synergies are variable and depend on the specific objectives of European Union funded actions.

80. The evaluation team encountered diverse situations with regard to the level of complementarity between FIRST and other actions funded by the European Union:
- i. In the case of Chad, there are excellent synergies and complementarities between FIRST and European Union sector budget support; indicators for the variable tranches are set in a way that incentivises adequate funding and structural reforms in key FNSSA public sector organizations, while in parallel FIRST stimulates and supports these reforms.
 - ii. In the case of Myanmar, there are also excellent synergies and complementarities between FIRST and other European Union supported actions, e.g. FIRST has been instrumental in supporting the European Union Delegation design of additional support for land reform, and facilitated European Union Delegation discussions with the Ministry which resulted in the approval of a budget support operation worth EUR 112 million.
 - iii. In the case of Côte d'Ivoire, FNSSA is not a European Union focal sector, and the European Union Delegation is not involved in sector policy dialogue on this topic.

However, there is good collaboration with FNSSA actions supported by the European Union, e.g. FIRST is a member of the steering committee of three European Union funded projects within the framework of the convention CI/FED/039-093 for the implementation of the "Support to the Food Crop Sector", as well as the implementation of the National Information Platform on Nutrition (NIPN). The European Union also supports the Ivorian Rural Land Agency (AFOR) with the implementation of the land Law, through general budget support.

- iv. In Kenya, European Union support to FNSSA includes a very broad portfolio of projects and programmes, including land governance, agricultural development, small and medium enterprise (SME) development, food safety, and resilience in arid and semi-arid areas. FIRST has created some synergies with almost all of these actions but there is scope for improvements; the synergies are limited to the level of the actions, and do not provide input into the sector policy dialogue with the Government (which is de facto "delegated" by the European Union to FIRST). In other words, the potential to use and draw on the experiences of these various European Union supported actions as input to the policy dialogue with the Government is not being exploited.
- v. In the case of Guatemala the level of interaction between FIRST and other actions funded by the European Union varies. In the case of the budget support to the National Family Farming Programme (PAFFEC) there is some degree of collaboration, e.g. the recently conducted FIRST study of the main bottlenecks affecting PAFFEC is a good example of how FIRST can contribute to the improved impact of European Union support to FNS. At the same time the evaluation team found that in the case of other European Union actions this complementarity is non-existent, e.g. due to the lack of fulfilment of the necessary conditions, the EUR 80 million assigned to FNS for the 2014-2020 period, which was supposed to be channelled via budget support, the decision was recently taken by the European Union to channel these funds via three United Nations organizations namely WFP, UNICEF and WHO. At the time of the evaluation mission there was very limited knowledge of this revised plan of action among the different stakeholders, e.g. FAO itself was unsure as to why this decision had been taken and it had not been coordinated with the local counterpart responsible for coordinating FNS actions, the Secretariat for Food and Nutritional Security (SESAN); they were unaware of what these three new programmes entail.
- vi. In the case of Cambodia, links with other European Union actions are very weak; European Union priorities e.g. fisheries are not prioritized by FIRST and, in addition, FIRST is perceived by the European Union Delegation as a project "managed from Brussels" rather than being of direct relevance to European Union support on the ground, notwithstanding the scope for synergies.

Finding 11. Complementarities and synergies of FIRST with other actions funded by FAO are generally very good though, in some cases, could be improved.

- 81. The situation as for complementarities and synergies with other actions funded by FAO in the visited countries can be summarized as follows:
 - i. In the case of Kenya, FAO is very active in supporting an enabling policy, strategy and investment environment that promotes equality and inclusivity through the development of appropriate policy frameworks, agriculture statistics, market information systems and knowledge management, and through inter-governmental coordination mechanisms, all of which are areas where FIRST is very active. FIRST

work is well integrated with FAO work on policy issues, for example it will work with the FAO "Monitoring and Analysing Food and Agricultural Policies" (MAFAP) programme to assess recent trends since the devolution in public expenditure on agriculture in 2013. There are also strong synergies with the programme aimed at strengthening inclusive value chains.

- ii. In Côte d'Ivoire there are many synergies and complementarities with the FAO Investment Centre Division (TCI), on the formulation of investment policies for small family farmers. TCI has cooperated with FIRST on the Public Agriculture Expenditures Review and supported the development of the Agro-industrial Poles which are at the core of the PNIA2, by collaborating on studies for the development of three of the agropoles (Lame, Belier and Poro). More in general, TCI has partnered with FIRST throughout all of its work in support of the development of the PNIA 2.
- iii. In the case of Chad, the CPF was developed with the Ministry of Agriculture, and FIRST contributed to its design and formulation. The CPF is well aligned with the objectives of the Chad National Development Plan (2017-2021), as well as with the priorities of the United Nations Development Framework Plan. The three priorities on which there is most convergence are the strengthening of capacities of national actors to implement FNSSA policies at the central and decentralized level, promotion of inclusive value chains, and the sustainable management of natural resources *vis-à-vis* climate change and demographic pressure.
- iv. In the case of Guatemala, the FAO Country Programme 2017-2021 identifies three priority areas of intervention: Food and Nutrition Security; Territorial Rural Development, and Adaptation and Mitigation of Climate Change to improve resilience and the integrated management of renewable natural resources. The work of FIRST is clearly aligned with the first priority area, but there is little evidence to date of synergies with the other two areas of work.
- v. In the case of Cambodia, complementarity with other actions supported by FAO revolves around the priorities of the CPF, however, in practice, the level of collaboration between FIRST and FAO programmes on the ground could be greatly improved; there is an apparent disconnect between FAO field work and FIRST policy work, e.g. there is limited interaction with the policy aspects of FAO's Flagship programme – Life and Nature (L&N) notwithstanding the obvious synergies. The L&N programme had a policy component which floundered; FIRST could have filled this gap or at least collaborated, for example to explore the policy implications of the links between social protection and the environment, and also with the gender component.
- vi. In the case of Myanmar, FIRST is considered by FAO as a flagship programme which is maximizing the impact of FAO support at country level.

Finding 12. FIRST has been successful in developing synergies with actions funded by other development partners and leveraging funds from other organizations.

82. FIRST has developed synergies with other development partners and has leveraged funds from other organizations.
 - i. In Kenya, FIRST is cooperating with USAID on the domestication of the Agricultural Strategy at the county level. This cooperation resulted from the involvement of USAID in a national workshop where the three studies commissioned by FIRST on the bottlenecks for policy implementation were presented.

- ii. In Myanmar, both FIRST Policy Officers have become a reference in their respective areas of expertise of land issues and nutrition. As a result, they are consulted systematically by the other development partners working on these topics. This has ensured a high level of coordination among donors around these thematic areas.
- iii. In Chad, FIRST has built strong synergies with the Renewed Efforts Against Child Hunger and undernutrition (REACH) Programme and the SUN platform for the implementation of the National Nutrition and Food Policy (PNNA). The main mechanism for developing this synergy has been the very active participation of the FIRST Policy Officer in the work of the national and provincial multi-stakeholder governance platforms, acting as a facilitator.
- iv. In the case of Cambodia, FIRST successfully mobilized funds from USAID and the Bill and Melinda Gates Foundation for the improvement of agricultural statistical systems. Funding and in-kind contributions for the development of the National Strategy on Food Security and Nutrition 2019-2023 were also leveraged by FIRST from many agencies including WFP, UNICEF, WHO, USAID, GIZ, World Bank, Helen Keller International (HKI) and the SUN Civil Society Alliance. Contributions were also sourced from various partners for Cambodia's National Nutrition Day. FIRST was also successful in mobilizing experts from other organizations for various FNS related tasks, e.g. WFP mobilized six national and one international expert for the NSFSN review.
- v. In Côte d'Ivoire, FIRST has been successful in mobilizing additional funds for the Global Agriculture and Food Security Strategy (GAFSP) Programme, through the support that the Policy Officer provided to the Ministry to develop the funding proposal.

Finding 13. The FAO-European Union strategic partnership, and the so-called triangular approach has proven effective in some of the analysed cases but its potential in terms of influencing the policy dialogue on FNSSA is not sufficiently exploited.

83. The FAO-European Union strategic partnership entails a combination of FAO technical expertise and political neutrality, and European Union financial and political weight, feeding into the policy dialogue with governments. This trilateral partnership is one of the key distinguishing features of FIRST. The extent to which it is delivering as planned varies from country to country.
84. Based on the evidence collected during the country visits, in the cases of Chad and Myanmar the FAO-European Union strategic partnership and the triangular approach are functioning as planned and have proven to be very effective.
85. In the case of Guatemala, the triangular approach is considered highly relevant to the national context and although all three parties express satisfaction with the arrangement, more could be done to reinforce it, in particular by drawing on the technical work done by FIRST to lobby Government, e.g. European Union Delegation should use the findings of the budget analysis carried out by an expert on behalf of FIRST, to influence Government, i.e. as input into the policy dialogue and to push the political agenda towards a more coherent and credible approach to FNS (and SA). Overall, the impression is that FIRST is not being exploited sufficiently to enhance/deepen the European Union's policy dialogue with the Government; there is lots of scope to use various FIRST outputs, e.g. identification of bottlenecks in PAFFEC and the budget analysis, as well as drawing more on FAO expertise

in FNSSA in general, to influence government in particular during the transition phase which is now underway.

86. In the case of Cambodia, the so-called triangular approach cannot be deemed to be working insofar as FIRST outputs are not feeding into the European Union policy dialogue. This is because FNS is not a European Union priority in Cambodia and is therefore not the subject of policy dialogue between the European Union and the Government which is focussed on decentralization and fisheries. Given the obvious link between fisheries and FNS and the imminent roll out of FNS policy at subnational level, there is ample scope for this triangular approach to be brought back on track.
87. Similarly, in the cases of Côte d'Ivoire and Kenya the triangular approach is not working as such and its potential in terms of influencing policy dialogue on FNSSA is not being exploited. The main reason for this situation is that the European Union is operating in these countries mostly through a project/programme approach and not really investing in sector policy dialogue.

3.3 EQ 3. Comparative advantage - What is the added value of the FIRST programme compared to traditional forms of technical assistance?

Finding 14. Policy officers are perceived by partners and stakeholders as neutral, autonomous and independent. This unique position confers legitimacy and credibility on their role giving them much greater clout than would be the case for a "traditional" technical assistance expert.

88. A distinguishing feature of FIRST is the FAO clout which comprises the very high level of independent, technical expertise of the policy officer and the short-term experts who are widely acclaimed. This situation has been confirmed in Cambodia, Chad, Côte d'Ivoire, Guatemala and Myanmar. A regular technical assistance programme would not be able to achieve what FIRST does especially in terms of "opening doors". This has been highlighted in almost all interviews with FAO (headquarters and country level), European Union Delegations, governments and other stakeholders. The uniqueness of FIRST is related to the programme design which is policy centric (rather than programme/project focussed) and fully embedded in counterpart institutions, as well as to the quality of the recruited policy officers. In the case of Ethiopia, FIRST encourages internal capacity building (organizational, institutional and individual) by working within a Ministry, which offers a unique opportunity to understand the intricacies of internal politics. This provides a unique method of capacity building where policy officers function internally and witness situational constraints to capacity, rather than functioning as external allies, as in traditional capacity building. It is more effective to change mindsets from within an organization than through external methods (such as workshops and training).
89. Policy officers have also been available to offer technical assistance from a more neutral position with respect to the donor/implementer relationship. Traditional technical assistance provided through larger projects often presents FAO and the European Union as external partners, within a traditional donor/implementer paradigm, which can cause friction without adequate understanding of the policy processes. In Colombia, FIRST has created synergies between FAO and the European Union, transforming the more traditional donor-implementer relationship to one of partners in the construction of public policy.

From the Government's perspective, unlike more traditional forms of technical assistance, FIRST is considered a flexible tool that facilitates processes (laws, regulations [and] models) for public policy construction. In the case of Palestine, FIRST is at the centre of the country's FAO-European Union-Government partnership. This allows it to have a direct, continuous and independent connection with the leading development partners in the field of FNS. Serving as a kind of representative of all three entities allows other stakeholders to develop the trust and confidence not afforded in a simple bilateral relationship and it allows FIRST to synthesize the needs of FAO, the European Union and governments, which provides a level of dialogue that is not typically reached in more traditional circumstances.

90. FIRST's mandate to pursue a multisectoral, multi-stakeholder approach to FNS is another distinguishing feature, providing it with the capacity to create alliances with different actors (government, civil society, other donors and private sector) and to leverage funds which it is in general doing very effectively, thus creating another source of added value.
91. Other sources of potential added value are cross learning between policy officers, in particular on a regional level and though this is happening to a certain degree, it could be expanded. For example, the support provided by the Policy Officer in Cambodia to his colleague in Sri Lanka (working on similar issues) is a good example of how the experiences of policy officers in one context can be effectively applied in another. Similarly, the ability to draw on the extensive FAO expertise in many domains related to FNSSA also represents added value though again this aspect could be better exploited. According to consultations with FAO staff, limitations here are mainly due the limited availability of human/financial resources, and the time required to mobilize the short-term experts at the appropriate moment.
92. The combination of FAO technical clout and European Union financial/political weight as perceived by the so-called triangular approach is another feature of the added value of FIRST as compared to other more traditional forms of technical assistance.

3.4 EQ 4. Efficiency - To what extent are the implementation systems/structures functioning?

Finding 15. Short-term consultancies have been utilized by FIRST, providing valued inputs of high quality, nurturing policy processes and facilitating evidence-based discussions.

93. Examples of these high-quality short-term consultancies include the support provided to the Agricultural Expenditure Review in Chad, the Agro Pastoral Regulation in Côte d'Ivoire and the FNSSA Budget Analysis in Guatemala.
94. In Cambodia the amount of time spent on the recruitment of short-term local experts is considered to not be worth the effort, e.g. there were 70 applicants for one job, and the process is so slow that by the time the job is offered, the person is often no longer available. Instead, FIRST accessed high-quality, short-term expertise mainly through the (relatively) longer term engagement of an expert who has worked with FIRST since 2017 and additional support has been provided by FIRST Management, focusing on the NSFSN 2019-2023 and also on economic analysis to support the diagnostic exercise. Also, some of the surveyed policy officers stated that their ability to obtain the right technical assistance at the right time could improve their value addition to the entire process.

95. The EUR 100 000 annual budget to fund studies, events, trainings, etc. is considered too limited by some policy officers. This amount has been topped up by FAO headquarters, regional offices and country offices to cover the costs of some of the consultancies carried out, e.g. in Kenya, FIRST received additional resources from FAO/Rome for three studies carried out by national experts in the framework of the Policy Effectiveness Analysis.
96. The two-year contract for policy officers cannot be considered appropriate for the type of work they do; building trust requires time, and persistence in policy assistance is a key factor. Moreover a two-year horizon is not very appealing to high-level experts and the resulting job insecurity means consultants are looking for alternatives relatively quickly which in turn leads to high turnover.
97. Another modality which is not considered ideal is to have one policy officer responsible for more than one country, as in the case of Guatemala where the policy officer is also responsible for Honduras. Both these countries suffer from very high levels of food and nutrition insecurity and both receive a lot of support from the European Union and FAO, hence the workload involved is very significant, justifying a full-time policy officer for each country.

Finding 16. The programme has drawn on FAO technical expertise in numerous cases in addition to the backstopping provided by the management team but there is demand for increased exploitation of FAO knowledge.

98. Good backup support has been provided by FAO in terms of expertise, e.g. through the funding of additional experts, plus the backstopping support provided by the management team. The team supports policy officers in various ways: through the commissioning and dissemination of thematic guidance notes, commenting on reports and studies, sharing knowledge and lessons learned, liaising with headquarters divisions and strategic programmes for support on specific issues, organizing Skype meetings and teleconferences, and global and regional workshops. This backstopping is generally considered as very valid and useful by the policy officers.
99. There is a mixed perception about how FIRST is drawing on FAO's broad expertise to guide/inform policymaking. An overview of the technical support provided by FAO since 2017 is provided in Appendix 5 and entails a total of 70 cases. According to some of the interviewed policy officers, and the results of the online survey, there is a demand for increased access to and use of FAO expertise/intelligence to inform various aspects of policy relating to FNS, e.g. as for gender, food safety, natural resource management, resilience to climate change and data management.

Finding 17. The networking effect or knowledge sharing potential is a key distinguishing feature of FIRST but it is not sufficiently exploited.

100. Networking and knowledge sharing between policy officers was more operational at the start of FIRST but has become less prominent over time. As the networking effect or knowledge sharing potential is a key distinguishing feature of FIRST, it is unfortunate that more attention has not been paid to this aspect. The policy officer global and regional meetings organized by the management team are considered very effective as a means of sharing experiences and learning from each other, as demonstrated in the case of the recent African regional workshop in Addis Ababa (see paragraph 65).

101. Bilateral exchanges between policy officers are a common feature that could be expanded on. For example, in the case of Cambodia, the Policy Officer provided hands on support to his Sri Lanka counterpart while in Chad the Policy Officer shared his knowledge and experience with the Officer in Côte d'Ivoire as the public expenditure review in Chad took place before the one in Côte d'Ivoire and on the related terms of reference (TORs) and expert selection. He also advised his Liberian colleague on the organization of a business meeting to finance the PNIA. The Policy Officer in Chad has also had fruitful exchanges with the Policy Officers in the countries of the subregion (Côte d'Ivoire, Niger and ECOWAS).
102. On the global level, FIRST has intensified its role on sharing knowledge, promoting good practices and facilitating discussions during 2019:
- i. It started work on a Global Think Piece that draws attention to specific bottlenecks constraining progress and key priorities for accelerating progress towards SDG2. It is based on the country policy effectiveness analyses, the cluster analyses conducted by the International Food Policy Research Institute (IFPRI) with the support of FIRST, extensive literature review and interviews with leaders in the FNSSA domain.
 - ii. In May 2019, a global workshop was organized in Rome with policy officers, IFPRI, Sight and Life, WFP and the International Fund for Agricultural Development (IFAD) to discuss the findings of the policy effectiveness analysis, the quantitative work conducted by IFPRI and the literature review and interviews conducted by Sight and Life. The outcome was used as the basis for the Global think Piece. In December, a regional workshop was organized in Ethiopia for the African countries of FIRST, to discuss the Global Think Piece for the African region, especially focusing on bottlenecks for private sector engagement and strategies for overcoming them.
 - iii. New policy guidance notes were produced with the support of SP1 to guide the work on mainstreaming FNS concerns in sectoral policies. These include education, public procurement and healthy diets (Appendix 6 provides a full list of the guidance notes produced by FIRST). Also, work has been started by SP1 on identifying the main bottlenecks for better incorporation of climate change in food security and nutrition policies and for better alignment between institutions working on FNS and climate change.

Finding 18. Effective monitoring systems are not in place to monitor the evolution of FIRST's higher level results on the policy environment and policy effectiveness. This represents an important window of opportunity for FIRST going forward.

103. Noteworthy is the fact that FIRST overall results chain/intervention logic has not been tailored to reflect the situation in each country, i.e. it is not clear what an improved environment for FNSSA would look like in each of the partner countries. Also of concern is the fact that FIRST monitoring is very much activity and output related, with little attention paid to tracking on outcome/impact levels. The graduation strategies, which are based on the policy effectiveness analysis, represent a positive evolution towards the elaboration of country specific theories of change, to be used for monitoring progress with regard to the FNSSA policy environment, and of FIRST's contribution to it.
104. A good/promising practice on monitoring FIRST implementation and its effectiveness in relation to policy processes is that of Chad, where FAO-European Union-Government tripartite monthly meetings are regularly held and provide a platform for strategic discussions, that feed into the planning of FIRST work.

105. National monitoring systems on FNSSA are generally very weak, and governments are unable to assess policy effectiveness in a meaningful way. For example, in the case of Cambodia, the length of time since the last Demographic Health Survey in 2014 and the next planned survey in 2020 presents major information challenges for planning, target setting and progress reporting. As a consequence, there is a lack of hard evidence on which to devise effective policies and strategies for food security and nutrition (and sustainable agriculture); setting the targets for the current strategic period (2019-2023) has had to rely on data from 2015, with no figures available to measure the effectiveness of the previous strategy (2014-2018) or to set milestones for the coming planning period.
106. Improving policy implementation monitoring systems represents a good window of opportunity for FIRST, i.e. a good example of how FAO expertise in the area of FNS data management could be put at the disposal of governments. In the case of Chad, FIRST is supporting the development of the PNISR Results-Based Monitoring and Evaluation (SEGOR) system. In the case of Côte d'Ivoire this support was explicitly requested by the Director of the Cabinet of the Ministry of Agriculture for the implementation of PNIA2. The Director of CARD in Cambodia also indicated that FIRST support to improved data management and monitoring would be very welcome. In the case of Kenya, FIRST has been working on reforming information and knowledge sharing mechanisms, e.g. FIRST supported the Kenya Agricultural Knowledge and Information System (KAKIS) Conference which was held in 2018. The Conference agreed on a basic framework for a one-stop shop to consolidate existing data, information, publications and government documents to support the development and transformation of the Kenyan food and agriculture sector. KAKIS was proposed as a dynamic information and knowledge sharing platform.

3.5 EQ 5. Effectiveness - To what extent has the programme achieved, or is expected to achieve, the planned outputs and outcomes (i.e. the envisaged policy changes)?

Finding 19. FIRST has provided effective services in all three output areas: development and implementation of cross-sectoral and sectoral policies and programmes; strengthening human and organizational capacities in the FNSSA domain; and strengthening governance and coordination.

107. The outputs delivered by FIRST are presented according to the output areas identified in the Table below. A more in-depth description is presented further on.

Table 6: FIRST outputs

Output area	Support services	Data from FIRST Global Report 2018	Findings from country visits	Findings from the online survey
Output 1: Development and implementation of cross-sectoral and sectoral policies and programmes	Formulation of food security and nutrition policies	<i>37% of the countries</i>	Cambodia, Myanmar	Palestine
	Formulation of sector policies (e.g. agriculture, fisheries, education, food safety, rural development, rural advisory services) with explicit FSN objectives	<i>56% of the countries</i>	Cambodia, Chad, Kenya, Myanmar	Afghanistan, Burkina Faso, ECOWAS, Liberia
	Leveraging resources/investments for FNSSA	<i>33% of the countries</i>	Cambodia, Chad, Côte d'Ivoire, Myanmar	
	Support to implementation of FNSSA policies/programmes	<i>48% of the countries</i>	Chad, Guatemala, Côte d'Ivoire, Kenya, Myanmar	
Output 2: Strengthening human and organizational capacity in the FNSSA domain	Sector contribution to FNSSA	<i>89% of the countries</i>	Myanmar	
	Policy formulation, evidence-based planning and policy guidance		Kenya	Colombia, Pakistan
	Subnational level planning/implementation capacities		Kenya	
	Formulation of capacity development plans, development of training and guidance materials		Cambodia, Guatemala	
	Strengthening systems, procedures and methods for M&E and support to SDG indicators		Chad, Côte d'Ivoire	
	Systems for budget expenditure tracking and for prioritizing investments		Chad, Côte d'Ivoire, Kenya	Niger, Timor-Leste
	Knowledge management and information sharing		Kenya	
	Organizational development and institutional strengthening		Cambodia, Chad, Guatemala, Myanmar	
	Output 3: Strengthening governance and coordination	Strengthening existing coordination mechanism	<i>89% of the countries</i>	Cambodia, Chad, Kenya, Côte d'Ivoire
Strengthening inclusive policy dialogue, including civil society			Chad, Guatemala, Côte d'Ivoire, Kenya, Myanmar	
Supporting institutionalizing/setting up of new coordination mechanisms			Guatemala, Myanmar	Ethiopia

Illustrative cases of outputs delivered presented by output area**Output 1: Development and implementation of cross-sectoral and sectoral policies and programmes.**

108. **FIRST supports ongoing policy processes and programmes.** The most frequent achievement is that FIRST Policy Officers have supported ongoing FNSSA policy processes and programmes. In Kenya, FIRST supported the development of the Agricultural Strategy; in Chad, the Loi d’Orientation Agro-Sylvo-Pastoral et Halieutique; in Côte d’Ivoire, the PNIA2; in Guatemala, the revision of the national FNS policy and Strategic Plan for 2020-2032; and in Cambodia, FIRST has played a key role in the development of NSFSN 2019-2023.
109. In Afghanistan, FIRST has provided support to the national food security agenda, the domestication of the 2030 Agenda and the sustainable development goals, and overall South-South Cooperation and capacity building. In Liberia, FIRST has provided help in the formulation of the Liberian Agricultural Sector Investment Plan II. In addition, it has aided in the development of the detailed strategic framework for the Sustainable Development of Fisheries and Aquaculture in the ECOWAS. In Burkina Faso, FIRST has provided support to the finalization of three major strategic reference documents in terms of FNSSA: i) the National Programme for the Rural Sector (PNSR2); ii) the Sector Policy ‘Agro-Sylvo-Pastoral Production’; and iii) the National Food and Nutrition Security Policy. In Palestine, FIRST has aided in the formulation of the Food Nutrition Policy of the National Food Nutrition Security Plan (NFNSP) 2030 and the National Investment Plan (NIP) 2020-22. The NFNSP/NIP package drives a reform process for the FNSSA governance system.
110. **FIRST supports innovative policies.** For a year and a half, FIRST has been supporting two innovative policies of the Colombian Ministry of Agriculture: i) Contract and Marketing Agriculture; and ii) the National Agricultural Extension System. These two policies (along with others, such as agricultural insurance) are key to the productive system and competitiveness and productivity of Colombian agriculture. According to the Policy Officer: *“FIRST has been the main tool that the European Union and [the] FAO have used to contribute to the Peace Agreement between the Government and the Revolutionary Armed Forces of Colombia (FARC).”* The governments of ten departments developed their livestock and rural development departmental plans in a participatory process to implement the Integral Rural Reform (RRI); an essential component of the “Final Agreement to End Conflict and Build a Stable and Lasting Peace”.

Output 2: Strengthening human and organizational capacity in the FNSSA domain.

111. **FIRST facilitates intra and intersectoral policy dialogue through capacity building.** FIRST is integral to the capacity development of the ministries it works with. For example, in Ethiopia, FIRST has contributed to the creation and upgrading of a Food and Nutrition Coordination office (FNCO) in the Ministry of Agriculture which has strengthened accountability and governance. Also in Ethiopia, FIRST has supported coordination at a strategic level for the high level rural economic development and food security platform that govern all investments by the Ministry of Agriculture and the high-level commitments this brings. Furthermore, FIRST has been able to support the establishment of an operational platform for all partners to have a voice. As a result of these two policy processes, partners who used to be caught up in Ministry of Agriculture bureaucracy or

lacked information are now able to align their planning and investments in line with the Ministry.

112. In Chad, youth organizations, women's groups and producers' organizations have acquired capacities that facilitated their participation in the policy processes. In Côte d'Ivoire, FIRST has strengthened the capacities of the staff of the Directorates for Planning and Studies in the Ministry of Agriculture and in the Ministry of Animal Resources, Fisheries and Aquaculture to engage in more inclusive policy processes. In the case of Kenya, the capacity of the Small-Scale Farmers Forum has been strengthened in terms of involvement in policy processes and advocacy on behalf of its members.
113. **FIRST has helped identify budgetary issues and investment gaps.** For example, in Chad and Côte d'Ivoire, FIRST has supported Agricultural Expenditure Reviews while in Guatemala FIRST has commissioned a detailed and very illuminating study on public expenditure in the area of FNSSA. In Ethiopia, as a result of FIRST support to the drafting of the nutrition in agriculture implementation modalities manuals and the costing of nutrition in agriculture in relation to the food and nutrition strategy, the Food and Nutrition Coordination Office were able to clarify their investment needs allowing partners to identify possible investments (including implementing partners, research bodies, private [and] development partners). In Niger, FIRST has made it possible to budget and finalize the multisectoral action plan for the National Nutrition Security Policy (PNSN). PNSN is the first multisectoral nutrition policy in Niger.

Output 3: Strengthening governance and coordination.

114. FIRST has supported FNSSA coordination/governance structures/mechanisms in various countries such as Cambodia, Guatemala and Kenya. The programme has also promoted governance-related reforms, with the restructuring of public sector organizations. In the case of Chad, FIRST supported reform of the early warning system (SISAAP) and of the extension system; and the National Support Agency for Rural Development (ANADER) created in 2017 by merging different public sector extension services. In the case of Guatemala, FIRST supported the creation of a gender unit in the Ministry of Agriculture thereby giving a voice to women in development and policies, and facilitating the mainstreaming of gender issues in the national FNS policy. In the case of Cambodia, a major achievement of FIRST has been its contribution to improved coordination of FNS while in Kenya it has increased the inclusiveness of policy processes through the involvement of non-state actors in the development of the new agricultural strategy.

Finding 20. Expected changes in the countries' policy environment are underway, but with incipient and varied levels of achievement.

115. If we take the planned outcome of FIRST as an "enabling environment for FNSSA", it is unlikely to be achieved by the end of this phase, which is still mainly focussed on policy development. As verified in the visited countries, changes are definitely underway but are at still an incipient stage. What can be said is that in all cases a process has been started that should be continued both with a view to consolidating achievements made to date, as well as improving the policy environment in order to increase the impact of the European Union, FAO and other investments in FNSSA.

Finding 21. Policy credibility¹ in partner countries is far below what is needed to assure successful policy implementation.

116. Findings in the countries visited confirm the conclusion of the cross-country analysis that the management team has carried out on the policy effectiveness analyses: *“Political will for FSN usually exists more in words than in institutional change”*. This has to do with weak governance systems, political economy factors, policy incoherence, inadequate budgeting, and lack of capacities at the government and stakeholder level.
117. In Chad, budgeting falls far short of needs, governance structures are weak, and the policy space is dominated by the security agenda. That said, thanks to FIRST support, there have been some concrete examples of increased policy credibility such as strengthened Ministry of Agriculture capacities in different areas: analysis of budget and budget execution and advocacy for allocating financial resources. Some reforms of FNSSA public sector organizations have also been initiated (examples of ANADER and the National Office for Food Security - ONASA).
118. In Cambodia, according to the Policy Effectiveness Analysis for the National Strategy for Food Security and Nutrition 2019-2023, there are serious challenges to the realism and credibility of current policies in the FNS arena:
- i. the lack of linkages between stated priorities for legislative change and allocation of finance (both for domestic and donor funds);
 - ii. the lack of linkages between priority actions and specific responsibilities or accountabilities;
 - iii. challenges in setting targets and monitoring progress;
 - iv. information and capacity gaps at the subnational level.
119. In the case of Kenya, policy credibility is also low; counties, which have the constitutional mandate to implement the new agricultural strategy at subnational level, have very limited capacities to implement; parastatal organizations need to be deeply reformed to overcome inefficiencies and lack of capacities, and eliminate corruption and patronage; government structures are inadequately resourced and capacitated in relation to their tasks and budget allocation, and budget execution are insufficient in relation to the ambition of the policies and plans.

3.6 EQ 6. Sustainability - What are the spillover/catalytic effects/ sustainability prospects of the results achieved?**Finding 22. Sustainability of results achieved so far is not yet assured.**

120. In theory, by the end of the programme in 2022 the policy assistance services currently being provided by FIRST should be taken up by other actors, including by specific government agencies, but also by the EU Delegations and FAO Representations and other interested stakeholders (e.g. civil society organizations, other development partners). According to the programme’s strategy, responsibilities for providing policy assistance

¹ Policy credibility is defined in this context as the expectation that an announced policy will be carried out. Indicators that have been used to discuss policy credibility during field interviews and document analysis are: policy coherence, adequacy of governance structures, budgeting, and budget execution and track record.

should be gradually transferred from the policy officers to policy units within the Government. To this end, FIRST, in close consultation with the European Union Delegation, FAO Representation and the governments, have developed national graduation strategies (as described in paragraph 39 section 2.1).

121. The evaluation team found that in all visited countries it is too early in the policy assistance process to assess the sustainability of results achieved so far but graduation strategies appear to be overly ambitious given the major constraints facing partner countries. Key factors which negatively affect sustainability include the inadequate funding of FNSSA policies, such as in the cases of Cambodia, Chad, Côte d'Ivoire, Guatemala, Kenya and Myanmar; frequent turnover of ministers, such as in the case of Chad, and of high-level ministerial staff, e.g. in Côte d'Ivoire and Guatemala, and political instability, such as in the case of Guatemala with high levels of staff rotation, e.g. eight Ministers of Health in eight years. Moreover, the choice of FIRST institutional counterparts is in some cases not inherently sustainable, such as in the case of CARD in Cambodia; the key challenge now concerns CARD's role as a high-level Council with a coordinating function and no implementing capabilities which makes it something of a toothless tiger. CARD is essentially a donor creation, largely unfunded, convening body which is good at developing policy and not implementation, and with no presence outside the capital, with the result that many donors have abandoned it. In the case of Guatemala, the main counterpart SESAN has the Secretariat of the FSN National Council (CONASAN), and CONASAN is presided over by the Vice-President. Of concern is the fact that whereas a coordinating entity is a natural partner for FIRST during the policy development phase, this is less evident as it moves to policy implementation as SESAN has no powers of implementation.

Finding 23. The FIRST approach to capacity strengthening through learning by doing/mentoring rather than training is considered valid. However, the longer term sustainability of these changes is linked to the successful continuation of the work initiated.

122. The FIRST approach to capacity strengthening through learning by doing/mentoring rather than training is considered valid. However, to ensure sustainability of these initiated processes, the capacities of ministerial structures and stakeholder organizations need to be further strengthened, such as in the cases of civil society organizations in Chad, directorates of planning in Côte d'Ivoire, the Small-Scale Farmers Forum in Kenya and the gender unit within the Ministry of Agriculture in Guatemala. The longer term sustainability of these processes is linked to the successful continuation of the work initiated.

Finding 24. The operationalization of FNSSA policies is a far more challenging task than the elaboration of those policies.

123. The multisector, multi-donor approach underpinning the logic of FIRST has meant that the policies now developed are far more inclusive and therefore more likely to be sustainable over the medium to longer term at least in terms of ownership and commitment of key stakeholders. The key challenges that need to be addressed to ensure sustainability are the technical skills and funding to roll these policies out, particularly on the subnational/local levels.
124. Importantly, capacities at the subnational/local level have not yet been broached, such as in the cases of Cambodia, Côte d'Ivoire, Kenya and Myanmar. This is of particular concern

considering that implementation of FNSSA policies is in most cases devolved. Addressing the subnational/local level will have important implications for the sustainability of the programme's achievements.

3.7 EQ 7. Impact - To what extent are the FIRST outputs and outcomes likely to have an impact (intended and/or unintended) at the beneficiary level (e.g. on the most vulnerable people)?

Finding 25. It is too early to assess impact. Significant changes are still required in countries' policy environment and many important programme assumptions have to materialize to generate improvements of FNSSA.

125. It is too early to assess impact on the country and programme levels and this is further compounded by the lack of up-to-date data to measure change on the impact level. For example, in Kenya, the domestication of the Agricultural Sector Transformation and Growth and Transformation Strategy at the county level has just started and it will take some time before impact materializes. According to the analysis carried out by FIRST, a significant improvement is still required in the process of planning and budgeting, coordination, institutional capacity development, monitoring and evaluation, governance and accountability. The essential characteristic of a long-term vision of the Food and Agriculture Policy is to shift the governance of the sector to a modernized set of priorities and values where the public sector will increasingly change from being a market-actor to become a market-enabler, focusing on inclusivity, coordination, collaboration and accountability, while maintaining leadership of the process. This is an important change that will require a medium- to long-term perspective.

126. In Guatemala, as long as the underlying structural problems identified such as poverty, inequality, insufficient government revenues and expenditure, substandard public services and weak governance are not being addressed, there is not much potential for improvement in the FNS of the population. By way of example, Guatemala has the highest level of chronic child malnutrition in the region (46.7 percent), i.e. one in every two children suffer from chronic malnutrition and there has been little or no change in the overall levels of food and nutrition insecurity of the population over recent years/decades (a reduction of only 0.6 percent in the level of undernourishment since 2014). According to FAO, Guatemala is one of the countries that has made the least progress towards ensuring food and nutrition security for its population (FAO, 2017). In terms of poverty, according to the most recent official data (2014), 59.3 percent of the population were classified as poor and 23.3 percent as extremely poor, and the number of people living in poverty is projected to increase by more than 175 000 between 2019 and 2021. As for the fiscal base, Guatemala has one of the lowest levels of government revenue in the world, averaging 11 percent of gross domestic product (GDP) in the last three years and estimated to reach 9.7 percent in 2019, thus seriously constraining public investment and the provision of public services to the population, e.g. according to the 2018 national census, just over 50 percent of the population have access to piped water in their homes, only 55.6 percent have an indoor toilet, while 54.4 percent still rely on wood as the main source of energy for cooking food.

3.8 EQ 8. Gender - To what extent has the programme contributed to gender equality and social inclusion in the partner countries?

Finding 26. FIRST has contributed to the integration of gender in policy development through advocacy work and by involving women's associations in the policy development phase.

127. Since the outset, FIRST has supported the participation of gender experts in policy processes to ensure gender mainstreaming, and gender issues have been addressed in all the analytical work carried out, particularly in the policy effectiveness analysis.
128. In Côte d'Ivoire FIRST, together with other development partners, has advocated for making the PNIA2 more gender-sensitive. During the meetings facilitated by FIRST to analyse the intermediate versions of the PNIA2, development partners recommended that the Government take gender into account both in the content and in the process of formulating and implementing the Plan. Thanks to FIRST advocacy, the Ministry of Agriculture commissioned a consultancy to assist youth and women to define their own needs and solutions in the PNIA2. This led to the definition of measures specifically aimed at women and youth that were incorporated in the PNIA2, for each of the six Strategic Programmes. On the other hand, the PNIA2 has not foreseen any specific budget allocations to implement these measures, nor how to monitor their implementation.
129. In the case of Guatemala, a major contribution of FIRST has been the incorporation of a Gender Unit within the Ministry of Agriculture into PAFFEC's Management Team, which FIRST continues to support. The purpose of this dedicated unit is to ensure that issues of specific concern to women are addressed by policies and to give women a voice in the policymaking process. FIRST support has also been provided to the development of an action plan to mainstream gender into PAFFEC and to an assessment of the Ministry of Agriculture's rural extension services from a gender perspective. These actions contributed to the implementation of the Gender Equality Institutional Policy.
130. According to the well elaborated policy effectiveness analyses, and as summarized by the Programme Management Team in the Policy Effectiveness cross-country analysis, notwithstanding these achievements, a lot of ground remains to be covered to address gender inequalities. Unfortunately in the cases of most of the visited countries (Cambodia, Chad, Côte d'Ivoire and Kenya) there is a disconnect between the gender analysis in the Policy Effectiveness Analyses and the Graduation Strategies, where gender is relegated as a cross-cutting issue and barely referred to, and without identifying any specific actions that FIRST will take in the remaining one and a half years at least to partially revert the situation and lay the foundations for much effective action in the future.

4. Conclusions and recommendations

4.1 Conclusions

131. On the basis of the evidence collected during the evaluation process, the following main conclusions have been identified, presented in the order of the evaluation question and not in any order of priority.

EQ1. Relevance

Conclusion 1. The FIRST programme design is unique and constitutes added value compared to other projects involving policy assistance. The findings of this evaluation, particularly those related to the issues of relevance, partnerships and comparative advantage, constitute a strong body of evidence that the approach of embedding a policy officer, who combines the adequate soft (diplomatic/social) and hard (technical) skills, within partner country administrations, constitutes the best option for building trusted relationships for improved policy processes. The fact that the policy officer is FAO staff with potential access to FAO's wealth of technical expertise/clout, and that the policy assistance is combined with European Union investment capacity, gives him/her the necessary credibility, *vis-à-vis* not only the government counterparts, but also other key non-state actors necessary for the structural transformation of agriculture and food systems, such as farmers' organizations, the private sector and civil society organizations. The evaluation has found that when these factors are combined and effectively applied, the scope for influencing policy in the right direction far exceeds that of a more traditional technical assistance project.

Conclusion 2. FIRST is highly relevant to European Union priorities, to the FAO Strategic Framework and to the SDGs. The programme is partly aligned to national and regional development objectives however, as the Programme now shifts from policy development to policy implementation, the lack of institutional capacities at national and in particular subnational levels represents a major challenge, and will require much more time and effort than originally foreseen.

EQ2. Partnership

Conclusion 3. FIRST has created a high level of trust with government partners and other key stakeholders. The way the programme has engaged in partnerships is one of its most salient successes, acting as a catalyst, lever and trigger for changes and reforms that generate benefits beyond the scope of European Union/FAO interventions in the concerned countries. Complementarities and synergies with other actions funded by the European Union are very good when certain conditions are met, i.e. FIRST is aligned with European Union country priorities, the European Union is engaged in sector policy dialogue on FNSSA and is providing support through sector budget support. When these conditions are not met, synergies and complementarities vary and are conditioned by the specific objectives of European Union funded actions.

EQ3. Comparative advantage

Conclusion 4. A distinguishing feature of FIRST is the FAO clout which comprises the very high level of independent, technical expertise of the policy officers who are perceived by government partners and other stakeholders as highly capable, neutral and independent. A regular Technical Assistance Programme would not be able to achieve what FIRST does, especially in terms of "opening doors" and gaining partners' and stakeholders' trust.

EQ4. Efficiency

Conclusion 5. FIRST Management Team is effective in providing strategic guidance, support and backstopping services to policy officers. Although FAO has provided technical support to policy officers on different topics, there is a demand for increased access to, and use of, in-house FAO expertise to inform various aspects of policy relating to FNS, e.g. gender, food safety, natural resource management, climate change, and data and information management.

EQ5. Effectiveness

Conclusion 6. FIRST has contributed to the FNSSA policy development and (to a limited degree) implementation, to the strengthening of human and organizational capacities, and to the strengthening of governance and coordination mechanisms. Changes in countries' FNSSA policy environments are underway but are incipient. Policy credibility is still very weak in terms of policy coherence, governance, human and institutional capacities, budgeting and budget execution, and track records. The expected programme outcome, i.e. strengthened FNSSA policy environments, is unlikely to be achieved by the end of this phase of the Programme.

EQ.6 Sustainability

Conclusion 7. The potential sustainability of project results is negatively affected by some key factors, such as frequent staff turnover, inadequate staff capacities, (in)appropriateness of institutional counterparts, and inadequate government funding of FNSSA policies. Stakeholders and relevant authorities have not taken the financial measures to ensure the continuation of services at the end of the action. As regards institutional capacity, FIRST's approach to capacity strengthening through learning-by-doing/mentoring is considered valid, however **sustainability of results achieved is not assured and the longer term sustainability of these changes is contingent on the continuation of the work initiated.**

EQ.7 Impact

Conclusion 8. It is too early to assess impact in terms of improvements in FNSSA. Significant changes are still required in countries' policy environments and many important assumptions have yet to materialize for FIRST to have a positive impact on FNSSA.

EQ8. Gender

Conclusion 9. FIRST has contributed to incorporating gender aspects in policy development through advocacy, and by involving women's associations in FNSSA policy development to a limited extent. Some very preliminary results have been achieved, but these are largely insufficient to induce substantial changes. Particularly critical is that the graduation strategies do not focus enough on concrete and targeted actions.

4.2 Recommendations

7. Based on the evaluation findings and conclusions, the following recommendations on the **strategic** orientation of FIRST are proposed:

Recommendation 1. The European Union-FAO, in collaboration with various other national and international partners should develop a follow-up phase to FIRST. This will make it possible to support the longer term process of policy reform and policy implementation to which FIRST has been contributing, building on FIRST's comparative advantage and added value, and on the high level of trust gained with country partners and stakeholders.

132. The follow-up programme should be designed, considering a programme duration of indicatively six years. This time frame would allow country partners and stakeholders to assess the effectiveness of policy implementation and to draw lessons learned from a better understanding of what has worked, what has not, and what needs to be improved to adjust the current policy cycle and plan for the next one. It would also allow the global management team of the programme to consolidate (sub)regional and global analyses of lessons learned in order to share lessons and knowledge and to influence global governance processes.

Recommendation 2. In the framework of the longer term process of policy reform and policy implementation, FAO and the European Union should support partner governments to develop concrete plans to reform the public sector structures relevant to FNSSA governance, in line with the established policy priorities and investment plans. This should involve concrete commitments to adequately empower, resource and capacitate the public sector structures responsible for policy implementation at national and subnational level; reform of parastatal organizations to overcome inefficiencies and lack of capacities, as well as allocating adequate budgetary resources consistent with the ambitions of the policies and plans. These reforms and plans should be country specific, addressing the specific challenges and bottlenecks identified, and seizing windows of opportunity.

Recommendation 3. The FAO Country Office, the European Union Delegation and the supported ministries should strengthen their trilateral relationship to enhance the sector policy dialogue and improve FIRST effectiveness. FIRST, FAO and European Union Delegations should strengthen the working of the so-called FAO/European Union/Government triangle through the increased use of FIRST (and FAO) products to deepen and expand policy dialogue on FNSSA. In those countries where the triangular approach is not functioning as foreseen, there is a need to refocus/assess the situation to bring it back on track.

Recommendation 4. FAO and the European Union should encourage the development of a regional perspective for FIRST (not just country based) by addressing policy issues with a clear regional/subregional dimension such as trade, sanitary and phytosanitary regulations, pest management, use of shared natural resources (e.g. water, protected areas) and common problems affecting transboundary areas. FIRST could build on existing initiatives and dynamics that are already ongoing at subregional level through the various subregional organizations (e.g. G5 Sahel, CILSS, etc.).

Recommendation 5. FIRST should develop country-specific theories of change within the logic of FIRST's overall theory of change, building on the Policy Effectiveness Analyses and on the Graduation Strategies. This should facilitate monitoring and reporting on country achievements in terms of outcomes and impact.

Recommendation 6. As FIRST support moves to policy implementation rather than policy development, the programme should broaden the spectrum of its partners at country and global level, with a particular focus on family farmers and on small and medium enterprises across the agri-food sector.

Recommendation 7. FIRST should build on the Policy Effectiveness Analyses by ensuring gender equality becomes a genuine priority as FIRST shifts its support to policy implementation.

133. Based on the findings and conclusions of the evaluation the following recommendations on **operational** issues related to the current phase of FIRST can be made

Recommendation 8. FIRST should improve its communication at the country level to present the longer term policy objectives it is contributing to and inform how it plans to do so. For example, policy briefs should be elaborated to better communicate the longer term vision for the strengthening of the FNSSA policy environment in the country, based on the Policy Effectiveness Analysis and the Graduation Strategy.

Recommendation 9. FIRST should encourage more exchanges between policy officers, especially at the bilateral and subregional levels, operationalizing a platform for knowledge sharing and lessons learned combined with an annual meeting of policy officers and European Union-FAO with other stakeholders to discuss emerging policy issues e.g. climate change, innovation, migration, territorial approach to rural development, agri-food systems approach. This will enable policy officers to learn from each other and be kept abreast of major developments in the FNSSA area, and incorporate current thinking more systematically into their work.

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Appendix 1. People interviewed

First name	Last name	Institution/Agency	Role
FAO Rome			
José V.	Bedeau	SP4 Programme Officer - Food System Programme	Former PO in Guatemala
Luisa	Belli	OED	Evaluation Officer
Dubrovka	Bojic	ESD	Programme Officer
Karel	Callens	SP1	Deputy Leader SP1 and FIRST Manager
Emilie	Chazelle	FIRST Management Team	Policy Support Consultant
Michael T.	Clark	ESD	Senior Coordinator – Governance and Policy
Olivier	Cossee	OED	Senior Evaluation Officer
Stefania	Croce	FIRST Management Team	Country support
Ben	Davis	SP3	Leader
Egle	De Angelis	FIRST Management Team	Programme Assistant
Francesco	DeLieto Vollaro	FIRST Management Team	Operations Consultant
Pedro	Ferreira	FIRST Management Team	Programme Officer
Patrizia	Fracassi	ESD	Senior Nutrition and Food Systems Officer
Nicole	Franz		Fishery Planning Analyst
Juan Carlos	Garcia Cebolla	FIRST Management Team	Senior Governance Expert
Ceren	Gurkan	FIRST Management Team	SP1 Programme Officer
Daniel	Gustafson		Deputy Director General
Areej	Jafari	FIRST Management Team	
Marco	Knowles	FIRST Management Team	Technical Adviser
Carlos	Laorden	FIRST Management Team	Communication Consultant
Brave	Ndisale	SP1	Leader
Ana Paola	De la O Campos	SP3	Programme Officer
Kostas	Stamoulis	FIRST	Consultant
Daniel	Toro	FIRST Management Team	Knowledge Management Consultant
Maria Antonia	Tuazon	ESN	Nutrition and Food System Officer
Esther Silvana	Wiegers	FIRST Management Team	Policy Support Consultant
EU DEVCO C1 – Brussels			
Willem	Olthof	DEVCO C1	Deputy Head of Unit
Pierpaolo	Piras	DEVCO C1	Policy Officer
Philippe	Thomas	DEVCO C1	Head of Sector - Resilience
Juan Manuel	Velasco	DEVCO C1	Policy Officer

Appendix 1. People interviewed

Cambodia			
Sokunthea	By	EUD	Project Officer
Francesca	Erdelmann	WFP	Country Director
Sok Silo	He	Council for Agricultural and Rural Development	Secretary General
Chea Samnang	He	Council for Agricultural and Rural Development	CARD member
Rachna	Hor	FAO	Assistant FAO Rep
Alexandre	Huynh	FAO	FAO Rep
Ilean	Ilean Russell	FIRST	Policy Officer
Peter	Jackson	WorldFish	Project Officer
Eri	Kai	FIDR	Nutrition Specialist
Nargiza	Khodjaeva	WHO	Technical Lead
Kosal	Oum	FAO	Country Programmes
Iris	Richter	MUSEFO (GIZ)	Interim Project Manager
Antonio	Schiavone	FAO	Head of Operations
Silo	Sok	Council for Agricultural and Rural Development	Secretary General
Frank	Viault	EUD	Head of Cooperation
Chad			
Ahmat Adonum	Aboufathi	COPAFIB (Producers organisation)	Secrétaire Générale
Radfaura	Abbachar	CNCPRT	Président collègue
Hissein	Adoum	Ministère de l'Agriculture	Conseiller Juridique du Ministre
Janvier	Allayenan	Université	Etudiant
Antoinette	Allorebaye	CELIAF (Women Association)	Représentant
Mahamat Allamine Ahmat	Alhabo	Ministère de l'Agriculture – Système d'Information sur la Sécurité Alimentaire et d'Alerte Précoce (SISAAP)	Coordonnateur National
Adef	Angus	CNCPRT (Producers Organisation)	Secrétaire Générale
Noudjalbaye	Batedjim	Ministère de l'Agriculture	Conseiller Technique du Ministre
Moyanbai Celestine	Bédoundié	CELIAF (Women association)	Représentant
Sadie Ousman	Daba	Ministère de l'Environnement, de l'Eau et de la Pêche	Directrice Générale Adjointe du Ministère
Mahamat Guihini	Dadi	Bureau de Coopération Suisse su Tchad	Coordonnateur Agriculture – Sécurité Alimentaire
Fidele	Danro	IDE (Youth Association)	Member
Pauline	Diba	CNCPRT (Women association)	Membre du Collège
Yvonne	Diendonné	CNCPRT (Women association)	Secrétaire Générale
Adaum	Djamaladine	SISAAP	Agroéconomiste
Ahourdet	Djapania	Ministère de la Production, de l'Irrigation et des Equipement Agricoles - Secrétariat Général	Expert en Économie de Développement
Innocent	Djekainkoula	IDE (Youth Association)	Member

Noël	Gongdo	Ministère de l'Agriculture	Directeur de Cabinet du Ministre
Patricia	Hyoede	Coopérative	Secrétaire Générale
Haroun Hassan	Khagair	FOTPAPE (Fishery and aquaculture producers organisation)	Fishery
Baidandi Emmanuel	Korreo	FOTPAPE (Fishery and aquaculture producers organisation)	Aquaculture
Boy Frederic	Koussieman	Université	Etudiant
Mohamed Cheikh	Levrak	REACH	International REACH Facilitator
Koakao Fulbert	Madjong	Cooperative Soukré	President
Adeum	Mahamat	FOTPAPE (Fishery and aquaculture producers organisation)	S.G. COGES
Abdel-Aziz Adoudou	Mahamat	Université	Etudiant
Yaukoura	Mallerion	CONAF (Women association)	Représentant
Ahmat	Malloun	Entrepreneur	Member of Youth Association
Hassane	Mamoudou	FIRST	Policy Officer
Koudjal Antoinette	Mangaral	ATOSA (Women Association)	President
Remadji	Mani	Bureau de Coopération Suisse su Tchad	Chargé de Programme
Mbaïndingatouloum Fidèle	Molele	Ministère de l'Elevage et des Produits Animales	Directeur Générale
Genevieve	Nakidi	CONAF (Women Association)	Membre
Mohamadou Mansour	N'Diaye	FAO	Représentant de la FAO au Tchad
Bonheur	Nédounmbayel	Université	Etudiant
Minda Jeanne	Neubé	Université	Etudiant
Manesue	Ousmane	UOFPT (Women association)	Trésorière
Clara	Proutheau	Agence Française de Développement	Chargé de projets de développement rural
Ziva	Razafintsalama	World Bank	Senior Agriculture Economist
Ylenia	Rosso	DUE – Tchad	Attaché Développement Rural – Sécurité Alimentaire
Abderaman Ahmat	Tadjadine	Ministère de l'Elevage et des Produits Animales	Directeur Générale Adjoint
Yvette	Togodne	Entrepreneur	Member of Youth Association
Ngarnaye	Tomtebaye	Ministère de l'Agriculture	Attaché de Presse
Madjidian Padjja	Ruth	Ministère de la Production, de l'Irrigation et des Equipement Agricoles	Ministre
Côte d'Ivoire			
Waiba Aimé Ceserd	Akpaud	Ministère d'Agriculture et du Développement Rural – Direction Générale de la Planification, de la	Sous-Directeur de la Programmation et de la Budgétisation

Appendix 1. People interviewed

		Programmation et du Financement	
Konte	Baba	PCASCAPA	
Olivia	Bouma	Ministère des Ressources Animales et Halieutique - DAP	Appui à la Production Aquaculture
Stephan	Cocco	DUE	
Bernard K.	Comoe	Ministère d'Agriculture et du Développement Rural – Direction Générale de la Planification, de la Programmation et du Financement	Directeur
Djakoriya	Coulibaly	Ministère des Ressources Animales et Halieutique – Direction de la Planification, des Statistiques et des Programmes	Directeur
Minayaha Siaka	Coulibaly	Ministère d'Agriculture et du Développement Rural	Directeur du Cabinet
Samy	Gaiji	FAO	Représentant de la FAO in Cote d'Ivoire
Kouakou Marcel	Goore Bi	Ministère d'Agriculture et du Développement Rural – Direction Générale des Productions et de la Sécurité Alimentaire	Directeur Générale
Dougnon	Gouebrini	Ministère des Ressources Animales et Halieutique – Direction de la Planification, des Statistiques et des Programmes	Chef de Service
Stephane	Guepie	Ministère des Ressources Animales et Halieutique - DAP	Deputy National Coordinator – Fisheries and Aquaculture Project
Jules	Lella-Konan	ARDCI	Directeur Exécutif
Patrice	N'Cho	CGECI	Responsable du Service Environnement des Affaires – Responsable du Pôle Économie
Augustine B.	Nikiema	MPME	Secrétaire Exécutive
Alain A.	Kodjo	Ministère des Ressources Animales et Halieutique - DAP	Coordonnateur du Projet Approche Écosystémique des Pêches
Ernest	Kouakou	Ministère des Ressources Animales et Halieutique- Sous-Direction Promotion de l'Aquaculture – DAP	Sous-Directeur
Jeannine K.	Kouassi	Ministère d'Agriculture et du Développement Rural – Direction Générale de la Planification, de la Programmation et du Financement	Sous-Directrice des Études et de la Planification
Flore Konassi	Lago	CNA-CI	Directeur des OPA

Sors	Penatigué	ANACACI	President
Pascal	Sanginga	FAO – TCI	Fonctionnaire principal chargé des Investissements
Simone	Sieni	UCUOM	President
Adam-Kolia	Traoré	Region de l'Iffou	President
Felix	Yenan	CGECI	Directeur des Commissions Études et Perspectives
Mahama	Zoungrana	FIRST	Policy Officer
Guatemala			
Andrea	Aldana	Defensora de la Seguridad Alimentaria de la Procuraduría de Derechos Humanos	Director
Armando	Barreno	Red Nacional de Hombres de Guatemala	Coordinator
Emilio	Bianchi	MAGA – Unidad de genero	Gender Specialist
Beatrice	Bussi	EUD	Deputy Head of Cooperation
Adonay	Cajas	Allianza por la Nutricion	Director Ejecutivo
Juan Carlos	Carias	Seguridad Alimentaria y Nutricional	Secretario
Patrick	Dumazert	TA PAFFEC	Head of TA team for PAFFEC Budget Support
Maynor	Estrada	FIRST	FNS expert
Rita	Franco	Instancia de Consulta y Participación Social – Sistema Nacional de Seguridad Alimentaria y Nutricional	Coordinadora
Maria Antonieta	Gonzalez	POS/OMS	
Karin	Herrera	Universidad San Carlos de Guatemala	Docente
Martin	Hessel	Cooepracion de Suecia	Jefe de Cooperacion
Ana Judith	López	MAGA – Unidad de genero	Equipo Técnico
Victoria	Mogollon	Presidencia - Secretaría de la Planificación y Programación – Dirección de Análisis Estratégico	Equipo Técnico
Enrique	Maldonado	National Expert	Consultor FIRST
Marco	Moncayo	FIRST	Policy Officer
Iván	Murillo	EUD	Head of Cooperation
Felipe	Orellana	MAGA – Rural Development	Deputy Minister
Anabella	Osorio	MAGA – Dirección de la Planificación y Programa de Apoyo Presupuestario de la UE	Equipo AP-PAFFEC UE
Ana	Palacios	MAGA – Dirección de la Planificación y Programa de Apoyo Presupuestario de la UE	Directora de Planificación
Fernando	Paredes	Banco Mundial	Oficial de operaciones
Ingrid	Quevedo	FIRST	Consultora
Diego	Recalde	FAO	FAO Rep A.I.

Appendix 1. People interviewed

Eduardo	Rodas	VISAN	Viceministro Designado
Elsa	Roque	Seguridad Alimentaria y Nutricional- Cooperación Externa	Directora
Renzo	Rosal	National Expert	Consultor FIRST
Karin	Slowing	National Expert	Consultor FIRST
Pablo	Toledo	Seguridad Alimentaria y Nutricional	Subsecretario Tecnico
Kenya			
Boniface	Akuku	KALRO	Director Information Communication & Technology
Anne	Chele	FAO	Sub-programme Leader – Enabling Policy & Investment Environment
Gichuhi	Daniel	AgCK	Business Development & Partnerships
Mulat	Demeke	FIRST	Policy Officer
Andrea	Ferrero	DUE	Programme Officer
Michael	Kaburi	FarmLink	Project Coordinator
Elsie	Kangai	CABE	Program Manager
Josphat	Kariuki	FAO	Policy Consultant
Justus	Lavi	KESSFF	Secretary
Charles	Mbutia	AgCK	Head of Division – Corporate Affairs
Benson	Ng'ang'a	Family Farmer	
Ann	Nduati	Family Farmer	
Timothy	Nyagi	Egerton University – Tegemeo Institute	Research Fellow
George	Nyamu	AgCK	Head of Division – Policy Development
Hannington	Odame	CABE	Executive Director
	Shadrak	FarmLink Kenya	Agronomist
Josephine	Songa	USAID – Kenya Crops and Dairy Market Systems Activity	Director, Agricultural Policy and Institutional Capacity Development
Myanmar			
Brett	Ballard	LIFT	Policy Specialist
Xavier	Bouan	FAO/GEF-SLM Project	CTA
Delphine	Brissonneau	EUD	Programme Manager, Environment
Markus	Burli	Swiss Development Cooperation	Deputy Head Cooperation
Pedro	Campo-Llopis	EUD	Deputy Head of Cooperation
Matt	Curtis	USAID	Feed the Future Coordinator
Paul	DeWite	FAO	FIRST Policy Officer, Land
Xiaojie	Fan	FAO	Representative
Dr. Lwin Mar	Hlaing	National Nutrition Centre	Deputy Director;
Hedy	Ip Ip	UNICEF	Nutrition Specialist

Tint	Khine	FAO	Assistant Representative
Dr. Thandar	Kyi	Department of Planning, MoALI	Deputy DG
U Myint	Lwin	ADS Implementation Support Unit, MOALI	EU funded Technical Assistance, Project
Dr. Khin	Mar Lay	APU Unit, Department of Planning, MoALI	Deputy Director
Daw Khin	Mar Oo	Department of Planning, MoALI	Director
Marrie-Ann	Merza	ADS Implementation Support Unit, MOALI	Team Leader, EU funded Technical Assistance Project
U Kyaw	Min Oo	MOALI	Permanent Secretary
Anna-Lisa	Noack	FAO	FIRST Policy Officer, FSN
José	Parajua	FAO/ FishAdapt Project	CTA
Dr. San	San Yee	APU Unit, Department of Planning, MoALI	Director
Jessica	Scott	WordFish	Nutritionist and Gender Specialist
U Kyaw	Swe Linn	Department of Planning, MoALI	DG
U Shwe	Thein	Land Core Group	Executive Director
Joseluis	Vivero	WFP	Head of VAM and M&E

Appendix 2. Evaluation matrix

1. Relevance	1. To what extent is the programme relevant to the European Union priorities, FAO Strategic Framework, national/regional development objectives, and the needs of the most vulnerable?	1.1 To what extent is the Programme relevant to EU priorities?	Explain	Fully relevant	Desk review, Semi-structured interviews
		1.2 To what extent is the Programme relevant to the FAO Strategic Framework	Explain	Fully relevant	Desk review, Semi-structured interviews
		1.3 To what extent is the Programme relevant to national/regional development objectives?	Explain	Fully relevant	Desk review, Semi-structured interviews
		1.4 How has the Programme maintained its relevance to the evolving FNSSA context and the SDG agenda?	Explain	Fully relevant	Desk review, Semi-structured interviews
		1.5 To what extent is the Programme relevant to the needs of the most vulnerable?	Explain	Fully relevant	Desk review, Semi-structured interviews
		1.6 Is the Programme timeframe realistic in relation to its objectives?	Yes/no If Yes, how? If not, why?	Yes	Desk review, On-line survey, Semi-structured interviews
		1.7 Is the Programme adapted to the institutional / human capacities of the partner government and / or other key stakeholder(s)?	Yes/no If Yes, how? If not, why?	Yes	Semi-structured interviews
2. Partnership	2. How does the programme engage in	2.1 How does the Programme engage in	Explain	NA	Semi-structured

	partnerships (national, regional and international) and to what extent are these partnerships complementary and synergetic?	partnerships with country stakeholders? 2.2 Is there evidence of complementarity/synergies with other actions funded by the EU (in particular Budget Support), by FAO, and by other entities (donors, public and private)? 2.3 Has the FAO-EU strategic partnership proved effective (technical/political complementarity)?	Yes/no If Yes, how? If not, why?	Yes	interviews Desk review, Semi-structured interviews
3. Comparative advantage	3. What is the added value of the FIRST programme compared to traditional forms of technical assistance?		Explain	NA	Desk review, On-line survey, Semi-structured interviews
4. Efficiency	4. To what extent are the implementation systems/structures functioning?	4.1 To what extent has the Programme drawn on external short-term expertise at the country level?	Explain	NA	Desk review, Semi-structured interviews
		4.2 To what extent has the Programme drawn on FAO technical expertise (backstopping)	Explain	NA	Desk review, Semi-structured interviews
		4.3 To what extent has knowledge networking and sharing of lessons learned and good practices across countries between PO taken place?	Explain	NA	Desk review, Semi-structured interviews
		4.4 Is there an effective monitoring and reporting system in operation (including risk management) and does monitoring data feed into decision making?	Yes/no If Yes, how? If not, why?	Yes	Desk review, Semi-structured interviews
5. Effectiveness	5. To what extent has the programme	5.1 Are outputs delivered as planned?	Yes/no If Yes, how? If not, why?	Yes	Desk review, Semi-

	achieved, or is it expected to achieve the planned outputs and outcomes (i.e. the envisaged policy changes?)				structured interviews
		5.2 Are the expected outcomes likely to be achieved (country and Programme level)?	Yes/no If Yes, how? If not, why?	Yes	Desk review, Semi-structured interviews
		5.3 What are the outcomes in terms of credible policies (indicators: policy coherence, governance structures, budgeting, budget execution)	Explain	NA	Desk review, Semi-structured interviews
6. Sustainability	6. What are the spillover/catalytic effects/sustainability prospects of the results achieved?	6.1 Have the relevant authorities/stakeholders taken the financial measures to ensure the continuation of services after the end of the action?	Yes/no If Yes, how? If not, why?	Yes	Desk review, Semi-structured interviews
		6.2 Are key stakeholders acquiring the necessary institutional and human capacities to ensure the continued flow of benefits/services?	Yes/no If Yes, how? If not, why?	Yes	Desk review, Semi-structured interviews
7. Impact	7. To what extent are FIRST outputs and outcome results likely to have an impact (intended and unintended) at the beneficiary level (e.g. on the most vulnerable people)?	7.1 Are there any indications of impact (intended and/or unintended) on the country or Programme level?	Yes/no If Yes, how? If not, why?	Yes	Desk review, Semi-structured interviews
8. Gender	8. To what extent has the programme contributed to gender equality and social inclusion in the partner countries?	8.1 How has the Programme integrated gender issues at the country level?	Explain	NA	Desk review, Semi-structured interviews
		8.2 To what extent has the Programme contributed to mainstreaming gender in FNSSA policies?	Explain	NA	Desk review, Semi-structured interviews

Appendix 3. Evolution of FIRST operational countries

Operational countries (policy officer or technical expert assigned at country level)			
2016	2017	2018	end-2019
Chad	Burkina Faso	Burkina Faso	Burkina Faso
Djibouti	Chad	Chad	Chad
ECOWAS	Côte d'Ivoire	Côte d'Ivoire	Côte d'Ivoire
Kenya	Djibouti	ECOWAS	ECOWAS
Liberia	ECOWAS	Ethiopia	Ethiopia
Mali	Ethiopia	Eswatini ¹	Kenya
Mozambique	Eswatini	Kenya	Liberia
Niger	Kenya	Liberia	Malawi
Eswatini	Liberia	Mali ¹	Niger
Cambodia	Malawi	Mozambique ²	Sierra Leone
Fiji	Mali	Niger	United Republic of Tanzania
Myanmar	Mozambique	Sierra Leone ¹	Uganda
Solomon Islands	Niger	United Republic of Tanzania ³	Cambodia
Vanuatu	Sierra Leone	Uganda	Fiji
	Uganda	Afghanistan	Myanmar
	Afghanistan	Cambodia	Pakistan
	Cambodia	Fiji ⁴	Solomon Islands
	Fiji	República Democrática Popular Lao	Timor-Leste
	República Democrática Popular Lao	Myanmar	Vanuatu
	Myanmar	Pakistan	Colombia
	Pakistan	Solomon Islands	Cuba
	Solomon Islands	Sri Lanka ⁴	Guatemala
	Sri Lanka	Timor-Leste	Honduras
	Timor-Leste	Colombia	West Bank and Gaza Strip
	Vanuatu	Cuba	Funded by SP1: Afghanistan, República Democrática Popular Lao, Sri Lanka, Mali
	Colombia	Guatemala ⁵	
	Cuba	Honduras ⁵	
	Guatemala	Suriname	
	Honduras	Kyrgyzstan	
	Suriname	West Bank and Gaza Strip	
	Kyrgyzstan		
	West Bank and Gaza Strip		
14	32	30	24 + 4 SP1 = 28

Notes: ¹ Support interrupted during the course of the year.
² National Consultants working at provincial level only.
³ Started late 2018.
⁴ Support in Sri Lanka stopped in 2018 and policy officer has been transferred to Fiji to fill the vacant position following the death of the policy officer late 2017.
⁵ Policy officers took on other position; a new policy officer covering both Guatemala and Honduras will start early 2019.
⁶ Depending on whether ongoing recruitment process is successful.

Appendix 4. Programme staff at the end of 2019

Programme staff		
Name	Location	Title
Mehnaz Ajmal ^{1/}	Afghanistan	Policy officer (PO)
Ibrahim Abdoul Nasser	Burkina Faso	PO
Ilean Russell	Cambodia	Senior PO
Hassane Mamoudou	Chad	PO
Mahama Zoungrana	Côte d'Ivoire	PO
Pierpaolo Piras ^{2/}	Cuba	PO
Aboubacar Sidibe	ECOWAS	Senior Fishery Officer
Maya Hage Ali	Ethiopia	PO
Itziar Gonzales Camacho	Fiji	PO
Marco Moncayo ^{3/}	Guatemala	PO
Mulat Demeke ^{4/}	Kenya	PO
Michael Jones ^{5/}	República Democrática Popular Lao	PO
Gervais Ntandou-Bouzitou	Niger	PO
Al Hassan Cissé ^{6/}	Liberia	PO
Genevieve Hussain	Pakistan	PO
Solal Lehec	Timor-Leste	PO
Jean-Marie Byakweli	Uganda	PO
Pirro Tomaso Perri	West Bank and Gaza Strip	PO
Marco Knowles	FAO-HQ	FIRST Technical Coordinator
Pedro Ferreira	FAO-HQ	Programme Officer

^{1/} Contract terminated on 15 July 2019; she then became PO for Liberia.

^{2/} Contract terminated in August 2019.

^{3/} Staff contract started in October 2019. Prior to it, he worked as International Consultant.

^{4/} Staff contract terminated end of June 2019 because of mandatory retirement age; as of 1 October 2019 he has resumed the work as International Consultant.

^{5/} Contract terminated in January 2019; he has then continued for additional three months as International Consultant for Policy Support.

^{6/} Contract terminated in June 2019.

^{7/} 20 percent cost shared with INFORMED (DCI-FOOD/2015/361-999) as per programme document.

Programme consultants (excluding short-time or general support assignments)			
Names	Location	Title	Period
José Luis de Francisco	Colombia	Territorial Development Consultant (International)	11 months
Yordany Landa De Saa	Cuba	Policy Consultant in Food and Nutrition Security (National)	4 months
Briza Ceccon	Cuba	Policy Consultant in Food and Nutrition Security (National)	4 months
Penina Vatucawaqa	Fiji	Policy Consultant in Food and Nutrition Security (National)	12 months
Wendy Carranza	Honduras	Policy Consultant in Food and Nutrition Security (National)	11 months
Paul de Wit	Myanmar	Senior Land Tenure Consultant (International)	11 months

Anna-Lisa Noack	Myanmar	Food Security and Nutrition Policy Consultant (International)	11 months
Madeleine Smith	Malawi	Food Security and Nutrition Policy Consultant (International)	4 months
Jackson Tumwine	Sierra Leone	Senior Food and Nutrition Security Policy Consultant (International)	6 months
Nichol Nonga	Solomon Islands	Policy Consultant in Food and Nutrition Security (National)	12 months
Francis Neuman	Suriname	Senior Food and Nutrition Security Policy Consultant (International)	6 months
Rado Ioniirilala	ECOWAS	Fisheries Expert	11 months
Solomon Symon Mkumbwa	United Republic of Tanzania	Food Security and Nutrition Policy Consultant (International)	9 months
Esther Wieggers	Home-based	Senior Food and Nutrition Security Policy and Monitoring Consultant	11 months
Stefania Croce	FAO headquarters	Country Support	11 months
Emilie Chazelle	FAO headquarters	Country Support	6 months
Areej Jafari	FAO headquarters	Country Support	8 months
Juan Carlos Garcia Cebolla ^{1/}	FAO headquarters	Country Support	12 months
Carlos Laorden	FAO headquarters	Journalist	11 months
Daniel Toro	FAO headquarters	Knowledge Sharing and Country Support	11 months
Francesco De Lieto Vollaro	FAO headquarters	Programme and Operations Specialist	9 months

Programme consultants staff (Paid by FAO/SP1)			
Names	Location	Title	Period
Darren Brown	Canada	Capacity Development Facilitator	3 months
Sengpaseuth Simmanivong	República Democrática Popular Lao	Policy Consultant in Food and Nutrition Security (National)	12 months
Jochem Foppes	República Democrática Popular Lao	Policy Consultant in Food and Nutrition Security (International)	4 months
Chitpasong Xoumphonphakdy	República Democrática Popular Lao	Programme Assistant (National)	12 months

Appendix 4. Programme staff at the end of 2019

Dinakar Radhakrishnan	Afghanistan	Policy Consultant in Food and Nutrition Security (International)	4 months
Moctar Moussa	Mali	Policy Consultant in Food and Nutrition Security (International)	6 months
Timbo Gagny	Mali	Policy Consultant in Food and Nutrition Security (National)	3 months
Kostas Stamoulis	FAO headquarters	Senior Adviser	2 months
Karel Callens	FAO headquarters	FIRST Manager	
Ceren Gurkan	FAO headquarters	Programme Officer	
Egle De Angelis	FAO headquarters	Programme Assistant	
Lucinda Dalton	FAO headquarters	Office Assistant	

Appendix 5. Overview of technical support provided

A. Direct support from FAO staff at headquarters or regional/subregional offices to country offices as reported by policy officer (annual progress reports)

- i. **Investment centre** (DPI/TCI): formulation investments programmes, costing, Global Agriculture and Food Security Strategy (GAFS) proposals, mainstreaming nutrition in investment programmes.
- ii. **South-south cooperation:** study tours (Kenya and Afghanistan) and exchange/learning workshop (private sector).
- iii. **Statistics:** SDGs, indicators, agri-survey.
- iv. **Governance team:** training/coaching and technical support on policy dialogue and political economy.
- v. **MAFAP:** impact of policy options.
- vi. **Fisheries:** backstopping ECOWAS, support to review of fishery policies and FSN contribution in ECOWAS member states.
- vii. **Gender and youth:** gender mainstreaming in FSN action plan, gender assessment, gender training, youth study.
- viii. **Trade:** study of maize value chain (Swaziland).
- ix. **Nutrition:** mainstreaming nutrition in NAIPs and FSN policies, technical support to studies.
- x. **Social protection:** training, assessment.
- xi. **Right to Food:** training, policy review.
- xii. **Land tenure:** technical backstopping, programme development, guidance note (VGGT).

In 2016 (start-up of the Programme)

Country (alphabetical order)	Technical staff and function	Technical support provided	Output reference
Myanmar	Bicchieri, Marianna (Land Tenure-Regional Office)	Land Tenure technical assistance	1
Cambodia	Garcia Cebolla, Juan (Right to food-HQ)	Right to Food	1
ECOWAS	Franz, Nicole (Fishery Policy -HQ); Gueye, Ndiaga (Fishery-Regional Office)	Fisheries and Aquaculture Policy	1 and 3
Mali	MasAparisi, Alban (FAO-Senegal, MAFAP team)	Policy analysis in support of Policy of Food Security and Nutrition	1
Niger	Lyamouri, Sophia (nutrition-Investment Center) AgBendeche, Mohamed (Nutrition Team-Regional Office)	Technical support for costing of the nutrition policy Technical support on mainstreaming nutrition	1 and 3

2017:

Country (Alphabetical order)	Technical staff and function	Technical support provided
Afghanistan		
Burkina Faso	Seki Richemond (consultant RAF) Sophia Lyamouri (TCIB/RAF)	Coherence review of the PNSR II and integration of nutrition, social protection and gender
	Caroline Demanet and Fidy Rajaonson (ESA-MAFAP Team/HQ)	Support for the optimal budgeting of the PNSR II
	Mireille Totobesola (ESN/HQ)	Integration of post-harvest reduction aspects in agrosylvo pastoral sectoral policy
	Maya Takagi (SP3, HQ) Jessica Owens (SP3, HQ) Pamela Pozarny (TCIA)	ISPA-FSN pilot in Cambodia in Collaboration with GIZ.

Country (Alphabetical order)	Technical staff and function	Technical support provided
Cambodia	Juan Garcia Cebolla (SP1/HQ) and Serena Pepino (ESP/HQ)	Support from the Right to Food project for capacity building and awareness raising
	Mukesh Srivastava and Anthony Burgard (FAORAP)	Technical advice on statistical systems and workshop participation
Djibouti	Patrick Bahal (FAOSFE)	Supported the formulation of an NC on the GCF.
	Mohamed Aw-Dahir (FAOSFE)	Supported the design and implementation of the RAIP.
ECOWAS	FAO Nigeria Office	Logistical organization of the regional workshop to launch the political dialogue.
	FAO Decentralized Offices of ECOWAS Member States	Recruitment of national consultants and organization of consultation validation workshops on the review / analysis of the contribution of National Policies and Strategies for Fisheries and Aquaculture to the Food and Nutrition Security of populations in West Africa.
Ethiopia	ESN/HQ team	Integration of NSA in the Horticulture strategy, where material were provided by the section on the topic as well as sharing experiences from other countries
	RAF (senior PO, Nutrition officer, Investment centre, M&E officer) HQ (ESN, Investment Centre)	Operationalizing the NNSAS processes (ToR for the implementation modalities consultancy, MEAL framework, cost study conceptualization)
Fiji		
Guatemala	Hajnlaka Petrics (Gender Officer, ESP) Juan Carlos García, (RtF Team leader, ESP) Delfina Mux, (FAO Guatemala Gender Consultant) Ingrid Quevedo, (FAO Guatemala Gender Consultant)	Inclusion of Gender approach in PAFEC
	Duca Sternadt, (Partnership Officer, RLC) + 2 consultores internacionales	Exchange of knowledge and experiences between INCOPAS (Guatemala), COPISA and CONSEA (Ecuador).
Honduras	Verónica Boero (Subregional Office SLM) Ricardo Rapallo (Subregional Office SLM)	Exchange of national statistics experiences - methodological assistance
	Ricardo Rapallo (Subregional Office SLM) Julián Carrazón (Subregional Office SLM) Carmelo Gallardo (FAOR a.i República Dominicana)	Methodological assistance for a public expenditure review on food security
	Juan Carlos Cebolla (SP1 - FIRST- HQ) Andrea Massarelli (EU Delegation-Honduras)	Support the updating process of the FSN National policy and strategy

Country (Alphabetical order)	Technical staff and function	Technical support provided
Kenya	INORMED Programme	RIMA analysis which introduced the determinants of resilience and implications for strategy and policy, was discussed at a workshop (March 15 th)
	MAFAP in collaboration with JRC of the EU	Assisting in conducting an economy-wide modelling exercise to determine growth options for the ASTGS.
Kyrgyzstan	ESP-team (HQ)	Guidance on how gender equality and women's empowerment perspectives should be integrated into the NFSNP 2018-2022 based on findings from the GAPO assessment.
	REU Statistician	Support to SDG indicators and awareness workshop
Myanmar	Anna Lisa Noack (Nutrition Consultant, FAO Myanmar Office)	Jointly address food security and nutrition issues in some supported policy processes such as the national nutrition strategy and the GAFSP.
República Democrática Popular Lao	Clara Park, (Gender Officer, FAORAP)	Advised FIRST team and NSA Study team on incorporating workable and sophisticated investigation of gender aspects of NSA within the NSA study; provided constructive and detailed comments on the NSA study report.
Liberia	Richemont Seki, (Nutrition Consultant) Lyamouri, Sophia, (consultant TCIB) Claude Side, (Consultant FAORAF)	<ul style="list-style-type: none"> - Mainstreaming nutrition in the LASIP II. A training has been organized for the MoA - Revising the LASIP II strategic framework - Revising the results framework - Developing the costing of the LASIP (with Sophia Lyamouri)
	Magdelana Blum, (Agricultural training and Extension Officer, AGDR) Soniia David, (Extension Officer AGDR)	<ul style="list-style-type: none"> - Doing the diagnostic for the extensions services in view of preparing the TCP. - Calls have been organized with the Deputy Minister in charge of Extension and the FAO to define the outline of the TCP
Mozambique		
Niger	Sophia Lyamouri, (TCIB/HQ)	Support to Budgeting and Planning of Agriculture and Social Welfare Activities for their Contributions to the Multisectoral Action Plan of the NSNSP
Pakistan	National FAO officers	Knowledge and input on food security indicators, sustainable agriculture practices, climate and water issues, statistics, gender issues, IPC, land tenancy etc.
Sierra Leone		
Solomon Islands		
Sri Lanka	FAO HQ and FAO RAP	Conducting the Country Gender Assessment, and facilitation of Gender awareness session.
	Summiter Broca (PO RAP)	Policy Development Support
Swaziland	Georgios Mermigkas (EST, HQ)	Technical review of the draft improved maize marketing system report and backstopping its validation in Swaziland
	Wadzanai Katsande – SP4, Rome	Backstopping the validation of the draft improved maize marketing system report in Swaziland
Timor-Leste		
Uganda		
Vanuatu		
	Maryam Rezaei (ESN/HQ) Jozimo Santos Rocha (RNE)	Support formulation of LoA Food Losses Analyses

Country (Alphabetical order)	Technical staff and function	Technical support provided
West Bank and Gaza Strip	Maryam Rezaei (ESN/HQ) Jennifer Smolak (FAOEG) ESP various gender groups	Delivery of training Food Losses Analysis
	Maryam Takagi (ESP/HQ) Ahmed Raza (ESN/HQ) Yaser Shalabi (National Consultant)	Preparation, implementation, follow-up (support to LoA formulation) of FNS ISPA Scoping Mission

2018:

Country	Technical staff and function	Technical support provided
Afghanistan	Benoist Veillerette (TCI/FAO HQ), Nomindelger Bayasgalanabt (FAO/RAP)	South-South Cooperation – Study Tour
	Abdul Sattar (ESS/FAO HQ)	Capacity building/technical training on prevalence of undernourishment (PoU) and FIES indicators
	Aziz Elbehri (FAO/RAP), Mr. Firas (international consultant FAO/HQ)	Technical review of different reports
Burkina Faso	Zampaligre Idrisa (Fisheries and Aquaculture Policy Consultant/FAO)	Facilitation of the process of setting up the CONAPEA
	Kone Maturin (Budget Programme Specialist Consultant/FAO)	Training on Programme-budget management
	Kindo Yassia (Senior Institution Monitoring Specialist/FAO)	Diagnostic exercise on the implementation of FNSSA policies in Burkina Faso
	Daouda Kontongome (Economics and Planning Specialist Consultant/FAO)	Diagnostic exercise on the implementation of FNSSA policies in Burkina Faso
	Julia Stone, Michael Steiner, Flavio Bolliger, Karla Koudelka (Agricultural Statistics Team/FAO)	Design and launch of the AGRI Survey Project
Chad	Dubravka Bojic (Governance and Policy Support Unit/FAO)	Training on policy dialogue
Colombia	FAO RLC	Alliance for the regional public policy dialogue
	FAO Regional Office and sub-Regional Office for Latin America	Coordination seminar with the DNP
ECOWAS	FAO Decentralized Offices for ECOWAS Member States	National reviews of Fisheries and Aquaculture Policies and Strategies and related validation workshops
Guatemala	Alberto Ramírez Fiora (International Consultant/FAO RLC)	Consultation on the National Food and Nutritional Security System of Guatemala
Honduras	María Acosta Lazo (Gender and Indigenous community specialist/FAO Sub-Regional Office)	Review of the FSN Action Plan
	Israel Rios (Nutrition specialist/FAO Sub-Regional Office)	Food and Nutrition Education Review

Country	Technical staff and function	Technical support provided
Kenya	Agriculture and Food Policy Monitoring Team/FAO HQ	Modelling analysis to assess the impact of different policy options on FSN in Kenya
	Partnerships and Food Security team/FAO HQ	South-South Cooperation – Study tour
	Sustainable Agriculture team/FAO HQ	Contribution to the formulation of the Agriculture Sector Transformation and Growth strategy
Kyrgyzstan	Vito Cistulli (Senior PO/FAO HQ)	Concept note and road-map on development of regions
	Keigo Obara (Food Security and Nutrition Officer/FAO HQ)	UN MAPS mission
Pakistan	Muhammad Ejaz Quresh (International Consultant/FAO)	Consultation and preparation of SAP Action Plans to assist Government of Sindh line agencies.
Solomon Islands	Fiasili Lam (PO/FAO Subregional Office for Pacific)	Technical support to FIRST activities
Sri Lanka	Francesca Distefano (Gender team/FAO HQ)	Training on gender
	Nomindelger Bayasgalanbat (FAO RAP)	Support for the nutrition sensitive agriculture and food systems seminar
	Clara Park (FAO RAP)	Gender training for the working committee in charge of the formulation of the overarching agriculture policy
	Yukitsugu Yanoma (FAO RAP)	Policy briefs review
	Abdul Sattar (Statistics Division/FAO HQ)	Monitoring of the SDGs including measurement of PoU and FIES
Timor-Leste	Juan Carlos García y Cebolla (Right to food team/FAO HQ)	Preparation of the presentation to the Parliament
	Tomomi Ishida, Clara Park (Social Protection and Gender Officers/FAO RAP)	Preparation and review of the study on sustainable livelihood opportunities for rural youth in Timor-Leste
	Benoist Veillerette (Investment centre division/FAO HQ)	Preparation and review of a research on the impact of conservation agriculture on food and nutrition security in Timor-Leste.
	Heather Grieve (Nutrition team/FAO HQ)	Review of a global research on nutrition against national priorities and figures
West Bank and Gaza Strip	Flavia Lorenzon (Social Protection Team/FAO HQ)	Implementation of the ISPA FSN Tool
	Donato Romano (International Consultant, Policy Formulation team/FAO RNE)	Support to the formulation of the National FNS Policy
	Maya Takagi (Senior Social Protection Officer/FAO HQ), Ahmed Raza (Nutrition Officer/FAO HQ), Alfredo Impiglia (FAO RNE)	Participation in the ISPA FSN tool validation workshop
	Jozimo Santos Rocha (Agro Industry Officer, FAO RNE)	Participation in the Food Losses Analysis Studies validation workshop
	Tamara Nanitashvili (Senior Nutrition Officer/FAO RNE)	Nutrition Sensitive Agriculture and Food Systems (seminar and Programme concept note)

Country	Technical staff and function	Technical support provided
	Khalid ElHarizi and Tommaso Alacevich (International Investments Consultant/FAO HQ)	National Investment Plan Formulation Scoping Mission
	Samuel Thirion (Community Approaches Consultant/FAO HQ), Omar Benammour (Social Protection Officer/FAO HQ), Ludovic Plee (Food Safety and Consumer Protection Consultant/FAO HQ), Norman Messer (Institutions Specialist consultant/FAO HQ)	Support to the formulation of the National Investment Plan

B. Other support

- Development of the policy guidance notes
- Technical support team to review the policy effectiveness reports (outline and draft report)
- Review of inception notes/graduation strategies (headquarters staff and regional office)
- Participation in FIRST workshops by selected FAO staff
- FIRST regional focal points (especially in the Regional Office for Latin America and the Caribbean, RLC)
- FAO staff working for projects (TCPs) managed by FAO country offices (e.g. RtF TCP in Cambodia)
- Guidance note on bottlenecks in mainstreaming climate change in food security and nutrition (FSN) policies

Appendix 6. List of FIRST guidance notes

- Issue 1. Fisheries and aquaculture
- Issue 2. Livestock
- Issue 3. Forestry
- Issue 4. Social protection
- Issue 5. Climate change
- Issue 6. Gender equality
- Issue 7. Land tenure
- Issue 8. Political economy analysis
- Issue 9. Trade
- Issue 10. Rural migration
- Issue 11. Public food procurement
- Issue 12. Food systems and healthy diets
- Issue 13. Education

All guidelines and an introductory note can be accessed at:
<http://www.fao.org/publications/policy-guidance-series/en/>

Office of Evaluation
E-mail: evaluation@fao.org
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